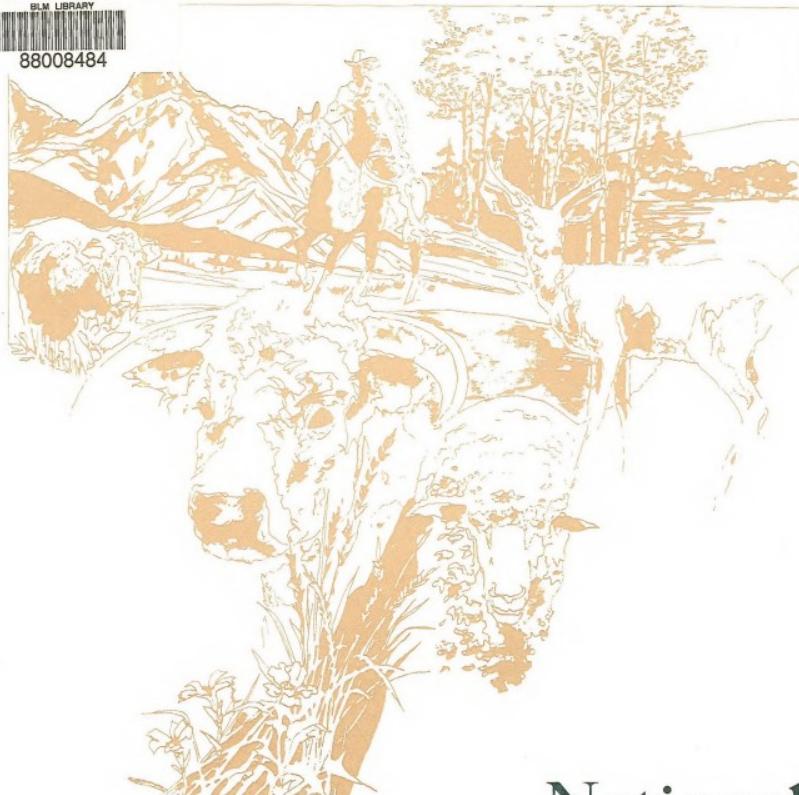




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National
Celebration
50th Anniversary
Taylor Grazing Act

Proceedings

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Conference held at: Mesa College, Grand Junction, Colorado

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Society for Range Management
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National Celebration

50th Anniversary Taylor Grazing Act



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THE WHITE HOUSE
WASHINGTON

July 6, 1984

As a western rancher at heart, my thoughts are with you today as you share fifty years of memories and look forward to many more years of public rangeland management under the Taylor Grazing Act.

The progression of our rangelands from the dustbowl days of the 1930's when storms emanating in the West sifted dust over the Capitol in Washington, D.C., to today's strong stands of grasses providing habitat for abundant wildlife as well as livestock, can be partially attributed to passage of the Taylor Grazing Act. Representative Taylor was indeed accurate when he labeled this piece of legislation as the "Magna Carta of American Conservation."

I also would like to hail the Taylor Grazing Act as an excellent example of the private and public cooperation we are seeking to promote today. From the very beginning when the ranchers helped Federal employees map patterns of land ownership on the western rangelands, to today's ranchers joining with the Bureau of Land Management in cooperative management agreements, rangeland management has been a joint effort in resource preservation and utilization. May that effort continue in the future as we look forward to another fifty years of public rangeland improvement.

Ronald Reagan



STATE OF COLORADO

EXECUTIVE CHAMBERS



Richard D. Lamm,
Governor

EXECUTIVE ORDER
PROCLAMATION
PUBLIC LAND RANGE MANAGEMENT WEEK
July 8-14, 1984

WHEREAS, the Bureau of Land Management administers livestock grazing on 170 million acres of public rangeland in 11 Western states, including eight million acres in Colorado; and

WHEREAS, BLM's rangeland management program is guided by the Taylor Grazing Act of 1934, the Federal Land Policy and Management Act of 1976 and the Public Rangelands Improvement Act of 1978, and these acts outline the following broad goals for rangeland management and improvement:

- * to administer livestock grazing on public rangelands so as to balance use and sustain resource productivity;
- * to protect and improve the rangeland resources through sound land-use planning, which includes making cost-effective investment and management decisions;
- * to make decisions in consultation, cooperation and coordination with the lessees/permitttees involved, the affected landowners, interest groups, individuals and other agencies;
- * to make sure that improvements in rangelands provide multiple-use benefits; and

WHEREAS, the Taylor Grazing Act is unique to Colorado, having been introduced by Ed Taylor, a Congressman from Colorado's Western Slope and a former rancher; and

WHEREAS, Ferry Carpenter, a lawyer from Hayden, Colorado, was named the first director of the Division of Grazing and charged with implementation of the new Act, and Bob Burford, a rancher and former speaker of the Colorado House of Representatives, is current director of the BLM; and

WHEREAS, even though the Taylor Grazing Act was signed into law on June 28, 1934, the national celebration of the 50th anniversary is being held in Grand Junction July 8-14, 1984;

NOW, THEREFORE, I, Richard D. Lamm, Governor of the State of Colorado, do hereby proclaim July 8-14, 1984, as

PUBLIC LAND RANGE MANAGEMENT WEEK

in the State of Colorado.



GIVEN under my hand and the Executive Seal of the State of Colorado, this thirteenth day of June, A.D. 1984.

The signature of Richard D. Lamm, Governor of Colorado, written in cursive ink.

Richard D. Lamm
Governor



FOREWORD

These are the Proceedings of the 50th Anniversary and National Celebration of the Taylor Grazing Act. The symposium was held on the campus of Mesa College in Grand Junction, Colorado, on July 9 and 10, 1984.

The celebration sponsors - Colorado State University, Bureau of Land Management, Society for Range Management, and Utah State University - saw the 50th Anniversary as an opportunity to draw together many people whose experience with the Act and its impacts had been first-hand. People who helped design the legislation, people who worked to implement it; people whose livelihood was affected by it or whose interest in grazing and other public land uses had involved them in the issue - all were invited to participate in the symposium to share their insights and experiences.

Signed by President Franklin D. Roosevelt on June 28, 1934, the Taylor Grazing Act was the first federal statute to provide for the systematic management of the public lands. The Act was intended "to stop injury to the public grazing lands by preventing overgrazing and soil deterioration; to provide for their orderly use, improvement, and development; and to stabilize the livestock industry dependent upon the public range...."

Did it work? Participants in the 50th Anniversary symposium addressed that question as they compared present range conditions and range management practices with those of 1934. From the perspective of rancher, legislator, civil servant, educator, and concerned citizen, participants evaluated the progress made and problems encountered in the half-century since the federal government assumed an active role in the regulation and management of the public lands. They assessed the effects of these efforts and the prospects for further progress, and they reaffirmed the necessity for

cooperation among people of varying interests if such progress was to be achieved.

The conference site in Grand Junction, Colorado, had a special historical significance in its association with Edward T. Taylor, Congressman from Colorado's western slope. Taylor introduced the Act that bears his name, and Ferrington R. Carpenter of Hayden, Colorado, served as the first Director of the Grazing Service for the first four and one-half years of its existence.

The sense of history was heightened by the presence at the celebration of certain venerable figures: former employees of the Grazing Service and the early days of the Bureau of Land Management; original permittees and their descendants; legislators and congressional staff members who were in the nation's capitol and involved in passage of the Act; members of Grazing Advisory Boards and the Public Land Law Review Commission.

Speakers and panelists included ranchers, educators and researchers, representatives of wildlife groups, state and local planners, and past and present public land managers. That blend of attitudes and expertise is reflected in the presentations reproduced here. In these pages can be found insights into every aspect of range management and a recognition of grazing as part of the even broader challenge of managing the public lands responsibly and for all uses.

It was Ferry Carpenter who saw in the Taylor Grazing Act an opportunity "to bring this neglected land empire out of its isolation and into the mainstream of the nation's economic life."

To Ferry Carpenter, Congressman Ed Taylor, and all the extraordinarily hard-working people who dedicated their time, their talent, and especially their love for the land, we thank you for your achievements.

ACKNOWLEDGMENTS

Many people and organizations contributed to the successful conduct of the conference held on July 9 and 10, 1984. In addition to the speakers, chairpersons, and participants mentioned in this volume, special thanks are due the following: John U. Tomlinson [President of Mesa College], Jay M. Hughes [Dean of the College of Forestry and Natural Resources of Colorado State University], and Ray Phipps [Assistant Mayor of Grand Junction], who opened the conference with words of welcome; Riley Foremen and Allen Jones, who, respectively, chaired a session and served as speaker; David Tidwell, Elizabeth Morris, Paul Herndon, Donnie Cabrera, Steve Altman, Larry Dove, Kip Hinton, and several BLM/Grand Junction District Office staff, who helped with local arrangements; Jackie Smith and Eric Rieberg, who provided logistical and food services support at Mesa College; Caroline Frye, of Colorado State University Conference Services, and members of her staff, who gave organizational support; Deva Rice and Jim Suckla, of the Colorado Cattlemen's Association, who provided aid with barbecue arrangements and funding; BLM Permittees from Canon City, Creig, Grand Junction, and Montrose, all of whom donated funding for the barbecue; The American Sheep Producers Council, which provided lambs for the barbecue; and the Colorado Wool Growers Association, which contributed organizational support.

Billy R. Templeton, Chief of Division of Rangeland Resources of BLM/Washington, was the main instigator of the celebration, provided most of the program, and arranged for the majority of the financing.

For this volume Carolyn Roth created the line drawings, and Joenia Redfield provided expertise in the paste-up task.

In addition to playing major roles in the organization and conduct of the conference, Cindy McKee of BLM/Grand Junction and Barbara Innis were instrumental in the production of this volume.

My thanks to all these and the other participants for their tireless and cheerful efforts.

George Innis
Colorado State University
January 1985

TABLE OF CONTENTS

PRESIDENT RONALD REAGAN'S LETTER

GOVERNOR RICHARD O. LAMM'S PROCLAMATION

Foreword

Acknowledgments

Table of Contents

OPENING REMARKS by Robert F. Burford	1
KEYNOTE ADDRESS by Garrey Carruthers	3
HISTORY OF THE TAYLOR GRAZING ACT by Phillip O. Foss	8
THE SIGNIFICANCE OF THE TAYLOR GRAZING ACT IN LIVESTOCK PRODUCTION by Gena Etchart	14
THE SIGNIFICANCE OF THE TAYLOR GRAZING ACT IN PUBLIC LAND MANAGEMENT by Dale R. Andrus	19
THE STATE OF RANGE MANAGEMENT AND RESULTANT "RANGE CONDITIONS" IN 1934 by C. H. [Clint] Wasser	23
RANGE MANAGEMENT AND CONDITIONS ON UNRESERVED PUBLIC LANDS PRIOR TO PASSAGE OF THE TAYLOR GRAZING ACT IN 1934 by J. R. Penny	29
"...IN THE INTERESTS OF NATIONAL CONSERVATION AND THE LIVESTOCK INDUSTRY...." by Gerald W. Thomas	32
PERSPECTIVE: IN LIVESTOCK MANAGEMENT AND PRODUCTION FROM PUBLIC RANGELANDS by M. W. "Bud" Eppars	38
PERSPECTIVE: IN IMPLEMENTATION AND ADMINISTRATION OF MANAGEMENT UNDER THE TAYLOR GRAZING ACT by Delmer O. Veil [Prepared by Allen W. Strobel]	41
RANGE MANAGEMENT FROM 1934 to 1984 by Harold F. Heady	48
PROGRESS AND PROBLEMS, 1934-1984, IN IMPROVEMENT OF WILDLIFE HABITAT by Frederic H. Wagner	51
PERSPECTIVE: IN ENHANCEMENT OF OTHER PUBLIC LAND VALUES by Robert K. Turner	59
THE STATE OF RANGE MANAGEMENT - 1984 by Duane Blake	62
THE STATE OF RANGE MANAGEMENT - 1984 by Maxwell T. Liurance	65
RANGE MANAGEMENT 1984: STATE OF THE ART - A RANGE SCIENTIST'S VIEWPOINT by J. Wayne Burkhardt	68

CITIZEN PARTICIPATION IN PUBLIC LAND STEWARDSHIP by Lee Sharp	70
PERSPECTIVE: FOR THE IMPROVEMENT OF RANGE CONDITION FROM A RANGE SCIENTIST'S VIEWPOINT by John E. Taylor	75
WILDLIFE AFTER THE TAYLOR GRAZING ACT AND SOME PREDICTIONS INTO THE FUTURE by Robert D. Ohmert	78
MEETING FUTURE NEEDS, NOT "IF" BUT "HOW" by Brant Calkin	81
PERSPECTIVE: TO MAINTAIN A HIGH LEVEL OF PROFESSIONALISM AMONG BUREAU OF LAND MANAGEMENT RANGE MANAGERS by R. Paul Rigtrup	85
FIFTY YEARS OF THE TAYLOR GRAZING ACT by Robert F. Burford	88
A <u>REAL</u> GOOD NEIGHBOR POLICY by Richard "Dick" M. Hertman	91
PERSPECTIVE: COOPERATIVE RELATIONS FROM A FEDERAL AGENCY VIEWPOINT by Robert M. Williamson	94
INTRODUCTION TO STEWARDSHIP PANEL by Jean Snider Schadler	96
COORDINATED RESOURCE MANAGEMENT by John D. Weber	98
STEWARDSHIP, COOPERATION, AND COORDINATION by Robert C. Baum	101
PERSPECTIVE: AS A LAND MANAGEMENT AGENCY by C. Rex Cleary	107
COMMUNICATIONS AS A TOOL IN STEWARDSHIP by Kendall L. Johnson	112
PERSPECTIVE: COORDINATED RANGE MANAGEMENT AS A MEANS OF ENHANCING PUBLIC LAND VALUES OTHER THAN LIVESTOCK GRAZING by Rose Strickland	115
THE FUTURE OF MANAGEMENT ON PUBLIC LANDS by Thadis W. Box	119
List of Conference Participants	124

OPENING REMARKS

by
Robert F. Burford



Ladies and gentlemen, welcome to Colorado! I want to thank all of you for taking the time to help us celebrate this 50th Anniversary of the signing of the Taylor Grazing Act. We will make every effort to prove your participation worthwhile and to make your visit to Colorado as memorable as possible.

We came to Grand Junction to hold this symposium because of the close association of the general area—FIRST with Ed Taylor, Congressmen from western Colorado who served in the U. S. Congress for thirty-two years and introduced the Taylor Grazing Act during his tenure in office; SECOND with Ferry Carpenter, who shouldered the enormous responsibility of getting the new legislation on its feet and running; and THIRD with Wayne Aspinell, who followed in the footprints of Ed Taylor as Congressmen and was so closely associated with public land legislation. He was also the Chairman of the Public Land Law Review Commission, whose work led to the passage of the Federal Lands Policy and Management Act.

Unfortunately, neither Ed Taylor, Ferry Carpenter, nor Wayne Aspinell is with us today to receive our heartfelt appreciation for the work they did to bring system and order to the public rangelands. What we have been able to do is to invite to this meeting as many as possible of those who were

involved in the early days of Taylor Grazing. As the symposium progresses, we will be recognizing many of you as a way of showing our appreciation for your many accomplishments.

Right now I want to recognize Mr. Ed Carpenter, son of Ferry Carpenter, and Rosemond Garcia, daughter of Ferry Carpenter. You can take great pride in your father. We are all here to testify to a job well done. Thank you for joining us.

Mervin Klamme, one of the original members of Carpenter's staff at the Division of Grazing, is also here. Mervin is author of the book HOME RULE ON THE RANGE with which I know most of you are familiar. Mervin, it's a special honor to have you with us for the symposium.

We have a distinguished panel of speakers. These include outstanding academicians from Colorado State University, Utah State University, the University of California at Berkeley, the University of Nevada at Reno, the University of Idaho, Arizona State University, and New Mexico State University.

We have a number of ranchers here to keep us honest since they are the ones who put all the theory into practice. In addition to ranching, many have rendered valuable services as members of national, state, and district advisory boards.

With us are many former BLM'ers, including Frank Gragg, who was my predecessor as Director of the Bureau of Land Management, and a host of retired state directors.

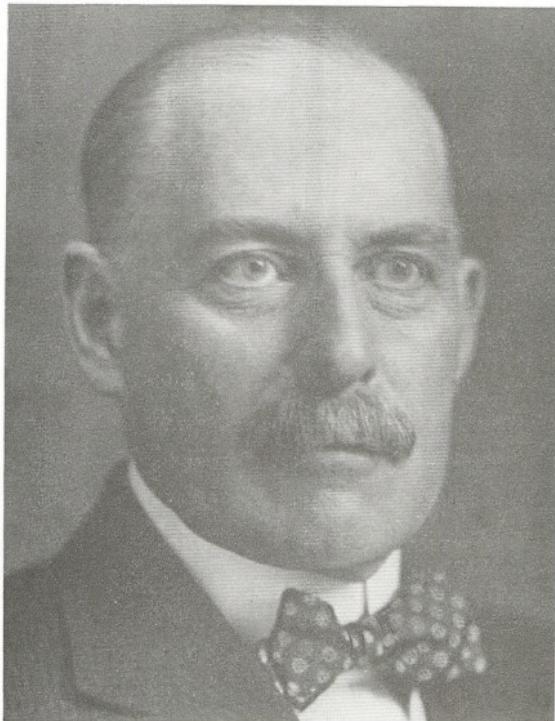
We have with us people from other federal agencies as well as representatives from state and local government. Conservation organizations are represented by the Audubon Society and the Sierra Club. On the whole, we have tried to make this symposium a cross section of national opinion on the topic of federal rangeland management and accomplishment.

Not only do we consider this an important celebration, but it has also attracted the attention of President Reagan. I have a message from him which I would like to share with you.

(See front material in this volume.)

We will make every effort to keep this symposium on schedule; therefore, it is time for me to introduce our Keynote Speaker. Some of you know that Secretary Clark expected to be here but was unable to attend because of other commitments. He has sent an excellent representative - Garrey Carruthers.

Garrey is Assistant Secretary for Land and Minerals Management. As Assistant Secretary, he oversees the Bureau of Land Management, Minerals Management Service, and Office of Surface Mining. Garrey came to Interior in 1981 from New Mexico State University. He is intimately acquainted with the nation's land and water problems, especially in the West, and he has been a forceful spokesman and advisor in proposing solutions in those areas.



Edward T. Taylor, Congressman from Colorado, was one of the chief architects of the Taylor Grazing Act, which was passed into law by the U. S. Congress in 1934.

KEYNOTE ADDRESS

by
Garrey Carruthers



I joined this group to celebreta end contem-
plate 50 years of the good work of Congressmen
Edward T. Taylor of Colorado. First of all, I would
like to read a message from Secretary Clark, who was
unable to be with us today.

To the symposium celebrating the 50th Anniver-
sary of the Taylor Grazing Act, Grand Junction,
Colorado, July 9 and 10, 1984:

I regret that my schedule does not allow
me to be with you in Grand Junction for today's 50th
Anniversary celebration of the signing of the Taylor
Grazing Act. The Taylor Grazing Act has a special
place in my memory. As a boy I grew up on a Calif-
ornia ranch from which we ran cows under a Taylor
Grazing Permit for a part of each year. From that
experience I feel I have some firsthand knowledge of
the problems faced by ranchers, and now as Secretary
of the Interior, I can better appreciate the prob-
lems of those who are charged with administering the
grazing program.

I'm especially pleased to learn that this
celebration is taking the form of a symposium. From
the program I note that you have gathered an impres-
sive and well balanced panel of experts to address
your assembly, and I will be very interested in the

publication of your proceedings.

I sincerely hope that we at the Interior
will always keep an open mind to suggestions and new
ideas.

I wish you an informative and productive
symposium and every success in joint future efforts
to maintain the public lands as a productive nation-
al resource.

Signed

William Clerk

Well, you're down to a third-level sparr
carrier now. The President couldn't be here; the
Secretary couldn't be here. I could be here, and as
that famous American philosopher Woody Allen once
said, "Ninety percent of life is just showing up,"
so I'm glad I showed up. The other ten percent of
life we're going to deal with is grazing.

When Bob asked me to come here, he said,
"Garrey, you will be around your kind of crowd.
These are good people. These are beautiful
Coloradans, New Mexicans, Utahans, and so on. You
can talk about anything you want to talk about. You
can talk as long as you want," he said, "but this
crowd leaves at 9:00 a.m." Given that it's already
8:55 a.m...!

Given that marching order, I studied the program. I've read the list of attendees, and I discovered that all the movers and shakers—from the stockmen, the universities, from the Bureau of Land Management, from industry—all are people who really know Taylor Grazing and know grazing management, in particular on the public lands. I felt absolutely inadequate to address this group. Consequently, I concluded that without reeding the program, the most foolish thing I could do would be to lecture this group on any aspect, technical aspect, of the Taylor Grazing Act.

So perhaps the service I could render to you today in the short period of time that Bob offered me is to kind of jump-start this crowd this morning with some observations of a policy official in Washington, D.C., who is not necessarily steeped in the details of the Taylor Grazing Act but who has had a number of religious experiences with the grazing issue so far.

Observations and reflections of a New Mexican in exile in Washington, D.C. Item No. 1. The long term goals of the Taylor Grazing Act were, of course, the improvement of range conditions and the stabilization of the western livestock industry. I would guess, as you deliberate in this session over the next two days, that you will discover that we've probably done a whole lot better in improving range conditions than we have in stabilizing the livestock industry in the western United States. But implicit in the Taylor Grazing Act, and assumed by the author of that Act, is the so-called range democracy—a partnership arrangement which must exist between the private sector and the public sector with respect to the use of the grazing resource. From the perspective of the Reagan administration, Secretary Clerk, myself, Bob Burford, and others, we must continue to strengthen that partnership.

Those of us in this administration look at the partnership arrangement on the public lands as follows: it is necessary for the private sector—be it the grazing industry or the energy and minerals sector—to assume major responsibility in the production of goods and services. It is the responsibility of the public sector, the Bureau of Land Management [BLM], to offer up those natural resources in a prudent and environmentally safe fashion.

I don't know if you've noticed, but the government does not do a very good job of producing goods and services. We do a great job in producing government. Government produces government. If we're going to generate products from the public land, that has to come from the private sector, and the private sector has to be in a partnership relationship which is sustainable and continuous. It cannot be one where the federal government chooses to get out of grazing leasing for a while

and then get back into a partnership arrangement where we choose to change the rules and regulations every year or two just to keep you on your toes. It has to be the kind of partnership that will lead you as a private sector to invest in public lands because the ultimate responsibility for the production of goods and services lies with the private sector.

We need to improve the partnership arrangement, and if you haven't heard about it, I'll tell you now. The federal government has a modest cash flow problem. We're going to have to encourage the private sector, where possible, to invest more heavily in a public resource. Over the next five or ten years we cannot afford, given the budget situation in the United States government, to greatly enhance the amount of money that we spend on the grazing resource.

We're going to have to be ever more dependent on our partners. We've arranged programs, in particular the stewardship program and the Cooperative Management Agreement [CMA] program which, we hope, will lead to the strengthening of the partnership and will encourage the private sector to cooperate with BLM in enhancing the grazing resource. I think those of you in the livestock industry who are not familiar with the CMA program should become familiar with it because, believe it or not, it is a good deal from the United States government.

We went to set objectives and goals for the grazing resource through an arrangement with each of you—programs designed to enhance and maintain the grazing resource over a long period of time. As a result of an arrangement that we'll make with you, a Cooperative Management Agreement that we will sign with you, we believe that you will have far greater flexibility to be managers and have greater insurance of tenure than you've had in the past. My greatest problem as I look at the partnership arrangements, particularly those people in grazing, is that I do not detect the kind of enthusiasm for the CMA program, particularly among the private sector, that I think we should have. It is an excellent opportunity. However, for some reason people are not exactly breaking down our door to get involved in this program. Surely, most ranchers have been good managers. Some have been great managers. Some of them improved the resource considerably, and here's a program that you ought to be participating in because, as we understood it when President Reagan was running for office, you wanted us to get the government off your backs. We feel that you can demonstrate that you're good managers, that you're willing to invest and enhance the resource, and, in fact, get government off your backs.

One of my concerns, as I look from my perspective as Assistant Secretary, is that the ranching community is not looking as carefully into the CMA program as it possibly should as a means of 1) enhancing the resource and 2) having greater opportunity to manage your own resources as well. I would caution you to remember that the CMA is not just a grazing program. It also includes historical and cultural items. We have a CMA working that deals with protection of a ghost town. We're working in Wyoming now with the possibility of a CMA to protect some caves for those who like to explore and educate others. We have a number of CMAs working in the area of recreation, and we're pressing another state to have CMA with the various fish and wildlife entities so that we can have new partners in the enhancement of the fish and wildlife habitat on the public lands.

Enhancement of the natural resources on the public lands is, in large part, going to be driven in this administration and in future administrations by how well we operate the CMA program.

Second observation from a New Mexican and an exile in Washington, D.C., is that public lands are rapidly becoming a national resource. It used to be that the public lands were just grazing lands. In fact, they were often items referred to, as we celebrate today, the Taylor Grazing Lands. Over the years, however, there has been a substantial change.

For some reason, this administration has been subjected to considerable national debate over the public lands. We have, of course, been active participants in our debates and will continue to be participants. As a matter of fact, we're told that the Department of the Interior got more ink than many of the larger departments—which created a little jealousy in the United States government, a jealousy which we would have been more than happy to do without. For some reason, one feels, particularly in this administration, that the tempo is picking up with respect to public lands.

There is a greater competition than there ever has been for the use of those public lands. Reality, I suggest to you, is that Americans have finally discovered — perhaps as a result of this public debate, perhaps as a result of other associations and advocate groups — that they own about 300 million acres of public lands. They've finally discovered that they need these lands for a host of uses, particularly recreational, and, as a consequence, they're beginning to lay claim — their claim. That claim often times is in conflict with a grazing claim which already exists.

Since I came to the job, we have sensed a fair greater pressure from those who like to use outdoor recreation vehicles. They've lobbied to get on the Public Land Advisory Council; they've lobbied for

rule changes on the public lands. They have been quite active in lobbying with their Congressmen with respect to their vested interest. The historical and archaeological people have been by to see me. They think as highly of the archaeological resource as you do of good foreage. We obviously are now in the wilderness study process. The advocates for the designation of millions of acres of public lands have been as vocal or more vocal than most. I think we can give you some flavor of what advocates of greater use of the public lands are saying if I relate to you a story.

Recently some of the wilderness advocates came in to see me. As you know, when we started the administration we had 24 million acres of wilderness study areas under consideration in the BLM. As a result of three decisions by the Interior Board of Land Appeals, we eliminated 1.5 million acres of land from consideration as wilderness. That assessment is in litigation right now, and I won't speak to that. However, in dealing with these wilderness advocates, I asked them the question, "Of the 22.5 million acres of wilderness study areas still under consideration, what is your best guess of the acreage that ought to be designated wilderness?" Their response was 24 million acres.

Now, you understand that even though it's under a study area process, the pressure is going to come for that dominate use to exist on the 24 million acres. They're quite up front about it. They are an interest group that has promoted their case rather well. The Federal Land Policy and Management Act of 1976 [FLPMA] changed the nature of the Taylor Grazing Act, it changed the nature of BLM, and it changed the nature of the consideration of how we're going to cope with all these resources.

The future of the Taylor Grazing Lands or, now, multiple use FLPMA lands, is going to be increased conflict. There's going to be increased pressure as more Americans demand that they get their direct fair share of the use of the public lands.

Another observation or reflection, and you know this had to come because I am an economist, is that public lands issues may not be debated in terms of rights such as Taylor grazing rights or environmental consequences, as was done in the recent past. In the future the great debate of public land issues may focus on economics of fair market value.

In just the three and a half years that I've been in Washington, D.C., we have moved away from cost and contest of the Environmental Impact Statement to, I think, more litigation and more contest on the basis of: Are the grazers paying the fair market value? Are those who lease coal paying a fair market value for the use of the public lands? Now, clearly, that had to come. It is prudent for the United States government to be concerned about

how much revenue comes to it as a result of the use of the public lands. We have some difficulty when we look at grazing, however.

There is a perception in many places, and to a degree in the Congress of the United States, that when we lease grazing land to ranchers, we have leased them the total estate. We have, in fact, leased them only the forage resource; we haven't leased them the total estate. They still must grant access to all the other users of the public lands. I've gone to hearings after hearings of the United States Congress and heard examples of how the grazing fee of \$1.37 is the Bureau of Land Management charge for the use of the forage. Right next door on private lands we have \$15 to \$20 AUM [animal unit month] grazing rights being issued by the private sector. The states, many states we understand, actually charge the entire value for AUM. There have been movements in the Congress and the Appropriations Committee, completely aside from the FLPMA and Public Rangelands Improvement Act (PRIA), through the appropriation language, to raise the grazing fee prior to completion of the study in 1985.

This pressure will continue and I think that we will have a problem in 1985 in the study of the issue as mandated by Congress. I think we're going to find ourselves in a difficult position if we assume that the \$1.37 AUM formula, or formula that yields the \$1.37, can sustain the kind of criticism that I hear from the Congress right now. We also have a problem in some western states of subleasing grazing permits. Very recently Jack Anderson, whom you know writes a national column and perhaps an international column, chronicled the problems BLM has with subleasing and went through the \$1.37 AUM permit that has been subleased to someone else for \$10, \$12, or \$15. Those kinds of problems will surface in 1985 and are going to create a lot of problems for people who view the grazing resource. Those of us in this administration continue to want to defend grazing use as one of many multiple uses and will continue to want to defend the fact that you must pay for the beneficial use of the forage itself and not for all the other assumed values of the public lands.

My last reflection you may want to deliberate on at this symposium is that in the next four, five, or ten years as we look at the public lands, the major issue may be the reorganization of the federal estate. Governor Matheson of Utah has proposed his Project 80/20, and those of you from Utah are intimately familiar with that. It's an attempt to block over three million acres of those state lands that exist out in the federal tracts. In Utah they have four sections per township, whereas other states have two sections per township. Governor Matheson,

with Secretary Watt's encouragement, now Secretary Clark's encouragement, wanted to block all the state lands up in one place and leave federal estates in another place.

We're getting dangerously close to a proposal in Utah that might be workable should the Congress concur. I understand now that Arizona is interested in a similar proposal - they're going to take a look at reorganizing the federal estate - block out the state lands and the federal lands so that we will have consistent management units.

In my view, that makes good sense. It's a whole lot easier to manage properties when they are in a continuous unit than when they are checkerboarded as we have in the western United States. It has some problems; it breaks up some old partnerships, and we like partnerships. There have been some partnerships using state land and the federal land that were very important in the management of the public lands. There have been private, state, and federal partnerships that were important. If we go into blocking them, it's going to create substantial political pressure, particularly in the cattle industry and the grazing industry, as that process occurs.

Fortunately, to do it would require substantial public comment, and it does require an act of Congress. As a consequence, everybody ought to be prepared to discuss it, deliberate it, and to participate in every public forum that you can as the process proceeds.

It is my view that in the next five to ten years blocking out will be a major issue of the BLM in the management of the public lands. In terms of blocking up there's also an aspiration on the part of some of the administration to reorganize the Forest Service and the BLM lands. I need you to know right here that although deep in our hearts BLM would like to take over the Forest Service, we're not trying to do that. This is not a takeover move at all, but there are some reorganizations, boundary reorganizations, that just make absolutely good sense.

For example, in Idaho I'm told that the northern part of the state is principally managed by the Forest Service, and the southern part of the state is principally managed by the BLM. Yet each of us has inholdings in the other's property. So we have fun passing each other in pickup trucks as we go to check on our respective resources in various parts of Idaho. These kinds of boundary adjustments, in my view, must be made in the future. I think they could best be made, however, in working within a state, Forest Service to BLM, and with substantial public participation by those who are principle users.

Bob Burford, in some of his calculations in looking at blocking up the lands and Forest Service and BLM boundary adjustments, has identified millions of dollars of savings that could occur if, in fact, we pursue this. This administration being, hopefully, physically responsible of course would like to answer the call and save some money and yet to maintain the public lands for everyone's use.

Well, as you ruminate over the past 50 years of the Taylor Grazing Act, and if you speculate about the future, my reflections are that you should consider every means of strengthening our partnership arrangement - the partnership arrangement with states and with the private sector. I would hope that you would particularly focus on CMA's and whatever it is you can think of that is more useful, more workable so that we can have that kind of incentive to invest in the public resource.

I hope that you would also consider the deliberation that competition is increasing. You need to anticipate new ways to resolve conflict. The BLM, in my view, is just entering into an era of conflict resolution that may include a new partner. I would like for you to consider the reorganization of the

federal estate. It's an important issue. It's an issue that's coming. We anticipate hearings on Project BOLD this summer, movement in Arizona, and other pieces later on. It's an issue that those of you who have concerns and will be responsible for public lands should begin to visit as soon as possible.

I would like to commend the conference sponsors, livestock producers, Mesa College, and any others who are associated with the development of this symposium and participation in it. I think it's a necessary symposium, and I'm hopeful that these kinds of symposiums will occur around the country as we celebrate the 50th Anniversary of the Taylor Grazing Act.

In addition to the experience of having the opportunity to move forward and rub shoulders with these movers and shakers, I'm pleased to announce that as a door prize for your participation in this symposium, Bob Burford is willing to offer each of you a wild horse or a wild burro which you can pick up in the back parking lot - first come, first served.

Good luck in your symposium!



Farrington R. Carpenter, first Director of the Grazing Service
(now the Bureau of Land Management), shown here as a young
man in his hometown of Hayden, Colorado.

HISTORY OF THE TAYLOR GRAZING ACT

by
Phillip O. Foss



Phillip O. Foss, Professor of political science, has been associated with Colorado State University since 1952. Other positions which he has held include: Chairman of the Council, Environmental Resources Center, Colorado State University, 1965-68; Chairman, Department of Political Science, Colorado State University, 1965-72; President, Western Political Science Association, 1972-73.

He is a consultant to the National Academy of Sciences and the National Science Foundation.

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ABSTRACT

The public domain was once a grazing commons that could be used by anyone. Over time, and under various disposal policies, the land area of the public range decreased in size while users increased in number. The inevitable result was conflict and deterioration of the resource. The drought years of 1929-34 dramatized and intensified the problem.

Realization of this untenable situation resulted in the passage of the Taylor Grazing Act in 1934. The major objectives of the Act were to "stop injury to the public grazing lands" and to "stabilize the livestock industry dependent upon the public range."

The Act stopped the ruinous practice of homesteading range lands; it did stabilize the livestock industry dependent upon the public range; and it substantially reduced injury to the land.

* * *

HOW THE WEST WAS WON (OR LOST)

THE GRAZING COMMONS

It seems appropriate to begin this discussion with a brief consideration of the concept of a commons. A commons is any resource or facility that is used in common. Air and water are perhaps the best examples of a commons. Straits and highways, public schools, parks are other typical commons. We might note that as the society becomes more interdependent, more resources and facilities have come to be treated as a commons.

Most of the land area west of the original 13 colonies was once a commons. Throughout our history, a grazing commons has existed along the leading edge of the moving frontier.

When a commons is large and users are few there will be little conflict among the users. If the number of users [and uses] increases and the resource remains the same [or decreases in size], conflict will inevitably be the result. Intensified competition in the commons will also cause the resource to be wasted or depleted because each user knows that the additional costs of management or conservation will benefit some other user.

On the grazing commons there was little incentive for stockmen to practice range conservation methods because each of them knew that someone else would take the grass they left. In Gerrett Herdin's words,

Each man is locked into a system that compels him to increase his herd without limit—in a world that is limited. Ruin is the destination toward which all men rush, each pursuing his own best interest in a society that believes in the freedom of the commons. Freedom in a common brings ruin to all. [Herdin and Beden 1977]

The western grazing commons became overcrowded because [1] the land area was reduced by disposition [disposals] for other purposes and [2] the number of users increased partly because of the influx of homesteaders.

We cannot consider the land disposal policies of the United States in any detail here (BLM 1977). We should note, however, that most federal reservations in the West were created from the public domain. Included in this category were the national forests, national parks and recreation areas, Indian reservations, military reservations, and wildlife refuges. Grants to the 11 western states amounted to about 72 million acres. Railroad grants in those states totaled another 70 million acres. Homestead grants separated additional millions of acres from the public domain. By these and other disposal methods, the grazing commons was drastically reduced in size.

As the area of the grazing commons was being reduced, the number of users was increasing. Lured by the prospect of free land, thousands of overly optimistic homesteaders crowded on to the western plains to compete with stockmen for the range. This combination of factors—a decrease in size and an increase in number of users inevitably led to conflict and to depletion of the range resource (Cleason 1951 and 1983; Getes 1968; Hibberd 1924; Peffer 1951; Robbins 1941). Clearly something needed to be done—and then came the drought!

The dry years of 1928–34 caused an intensification of the problems noted above and dramatized the need for a change in policy direction. High winds

carried topsoil from the dustbowl to the dome of the Capitol in Washington and, in the words of Senator Gore of Oklahoma, they were "the most tragic, the most impressive lobbyists, that have ever come to this Capitol" (Peffer 1951, p. 220).

There exists one school of thought which holds that government is mainly reactive, that it does not change policy directions unless it is forced to do so (Geus 1947). By 1934 it would appear that the forces for change in public land policy were clear and obvious.

THE TAYLOR GRAZING ACT

LEGISLATIVE HISTORY

As early as the last century some stockmen realized that it would be desirable to bring some order to the grazing activity on the western commons. Consequently, they formed associations which allocated the range among the members, supervised roundups and branding practices, and generally tried to regulate grazing use. Some of these associations were successful and lasted for many years; others were not. We should note that they were really the first attempts to stabilize and regulate livestock use of the public lands.

While the stockmen's associations may have been successful in regulating range use among their members, there frequently existed would-be users who were not members of the association and who disregarded association policies. Prominent among these were homesteaders and nomadic sheep operators. Some of the nomads were small outfits while others were quite large. Congressmen Taylor described it this way:

During the last few years, large sheep owners have been coming in there, roaming over the public domain, up and down those little creeks. Those big nonresident sheep owners have been bringing their flocks in there. I might say that Senator Stenfield, from Oregon, has been grazing 15,000 sheep in my district. For 2 or 3 years they have been coming in there, paying no attention to the little people at all. They do not have to pay any attention to them because it is open commons. It is a part of the public domain. They can go in there with their sheep and have them to eat out the range right up to a man's gates, and he has nothing to say about it. He has no recourse at all (U.S. Congress 1933, p. 29).

Taylor went on to say:

At this time there are large areas where

it is a free-for-all and general grab-and-hold-if-you-can policy with roving herds using the range. There is no security or safety to honest stock business. We have had many sheep and cattle wars. For many years there has been, more or less, a kind of guerrilla warfare going on between and among the sheepmen and the cattlemen with bitterness, strife, ill-will, and more or less litigation, and some sad killings [U.S. Congress 1933, p. 70].

We might remind ourselves, at this point, of Gerritt Hardin's admonition, "Ruin is the destination toward which all men rush...in a society that believes in the freedom of the commons."

During the 1920's an area of interspersed ownership (108,000 acres) between Mizpah and Pumpkin Creeks in southeastern Montana was organized as a grazing district under the supervision of the Department of the Interior. Apparently the experimental district was a success and served as a prototype for later grazing districts (Foas 1960). According to Harold Ickes:

The success of the Mizpah River-Pumpkin Creek experiment has brought numerous requests from different parts of the West for permission to form similar associations...I feel, however, that rather than deal with the matter piecemeal, it would be wiser to deal at one swoop with the whole public domain by giving this department authority to regulate grazing on it, which...should have been done many years ago [Ickes 1933].

A bill had been introduced in the seventy-second Congress to deal with the whole public domain in "one swoop." This was the Colton Bill [H.R. 11B18] after Donald B. Colton of Utah. The Colton Bill passed the House but died in committee in the Senate. Congressman Edward T. Taylor of Colorado then introduced a similar bill in the first session of the seventy-third Congress.

As could have been expected, most of the support and most of the opposition to the Taylor bill came from western congressmen. The opposition was based mainly on [1] fear of federal domination, [2] a belief that individual states were best qualified to administer the public domain, [3] a stubborn belief that the outmoded homestead acts were the best way to handle the problem, and [4] a persistent adherence to the values of the open range—the unregulated grezung commons.

There was reference to "swivel chair cowboys" in Washington who were tamed parasites by

Congressman Ayres [Montana]. In his words, "...the West does not need additional parasites, and particularly not at the rate of \$2,000,000,000 per year, at the expense of the livestockman. And that is the class of parasites that you cannot clear out; once they are hooked on, they are there forever" [U.S. Congress 1933, p. 171-172].

Representative Carter (Wyoming) struck a blow for state's rights in this statement: "This bill will give the Secretary practically dictatorship over our livestock industry...and can be compared to the dictatorship of Russia. It gives him power that rightfully belongs to the states" [U.S. Congress 1933, p. 101-102].

Since the bill would practically eliminate further homesteading, there was much opposition from those who clung to the old homestead idea. Representative White (Idaho) phrased it this way: "We have definitely set up a plan for acquiring these lands and building up communities...and made America what it is. Now today we are going to turn it over into the hands of the big organized cattle industry" [U.S. Congress 1933, p. 189].

But F. R. Carpenter responded that "...homestead filings...are not homestead claims in any sense of the word, but they are simply to control strategic points on the range and used largely as a subterfuge by the large interests to regulate this area..." [U.S. Congress 1933, p. 141].

In 1934, the nation was in the midst of a depression. Old values were being questioned or discredited. It was a time of change, and people were generally ready for changes if for no other reason than the feeling that things could not be worse and that any change might be an improvement.

In commenting on his bill in retrospect, Congressman Taylor said: "I fought for the conservation of the public domain under federal leadership because the citizens were unable to cope with the situation.... The job was too big and interwoven for even the states to handle.... The livestock industry, through circumstances beyond its control, was headed for self-strangulation" [Congressional Record 1940-41].

The Secretaries of both Agriculture and Interior supported the Taylor Bill, as did President Roosevelt. The bill passed the House of Representatives on April 11, the Senate on June 12, and was signed by the President on June 29 [48 Stat. 1269, 1934]. On November 26, President Roosevelt issued Executive Order 6910 withdrawing the public lands in the western states from further homesteading. Legally, at least the old public domain was gone.

MAJOR OBJECTIVES OF THE ACT

The major objectives of the Act, as set forth in the preamble, were as follows: "To stop injury to

the public grazing lands by preventing overgrazing and soil deterioration, to provide for their orderly use, improvement, and development, to stabilize the livestock industry dependant upon the public range, and for other purposes." To accomplish these purposes, the Secretary of the Interior was authorized to establish grazing districts on lands which were mainly valuable for grazing and to "make rules and regulations...enter into such cooperative agreements, and do any and all things necessary to accomplish the purposes of this Act..." [43 U.S.C. Sec. 315a, 1934].

INTERPRETATION AND IMPLEMENTATION

Ferrington R. Carpenter, a lawyer-stockmen from Hayden, Colorado, and an early supporter of the Taylor Act, was appointed the first Director of the new Grazing Division. His early decisions did much to shape the policies and practices of public land administration for the next 50 years.

With a total staff of 17 borrowed personnel, Carpenter set out to administer an area larger than all of France. In his view, the first order of business was the establishment of grazing districts. He was handicapped in this endeavor by the absence of any central date system. The story can be best told in his words.

I rushed over to the General Land Office and said, "I am going out there to handle 140,000,000 acres of land and I would like to know where it is. You have all the records. I'd like to have a map."

"We haven't any map."

"What? No map?" I said. "You've been administering this land a hundred years longer than the Department of the Interior has existed and you don't even have a map! What kind of outfit is this?"

Well, the fellow looked at me like a bull at a basted calf. He said, "You don't know much, do you? We can't map the public domain. We have seventeen land offices in the West, and they are open as the sun goes around. Every minute of the day some bird is walking in and homesteading a piece—timber and stone entry, Cary Act land election, mining claims. So it changes every minute. We never know what it is."

"How do you expect me to administer it when I don't know where it is?"

"Well," he said, "you wanted the job, and it pays a good salary."

So at the first meeting we had in Grand Junction, I said, "I'm out here to kind of boss your outfit now, but I don't know where you are

or who you are. I have a map of the state of Colorado here, and you fellows have been fighting over this land and come as near to ruining it as you could, and I would like you now to come up here and mark off the natural boundaries for grazing districts."

The cattlemen sat on one side of the hall and the sheepmen sat on the other—they wouldn't speak to each other—and I got a committee from each side to come up and take a piece of chalk and mark off the grazing districts. They knew where there was a high mountain they couldn't get over, and they made it a boundary line. If there was a deep river they couldn't get over, they made that a natural line. And believe it or not, the district lines they draw are about what continue today [Carpantar 1970].

In this fashion Carpenter rapidly established grazing districts throughout the West.

RANGE RIGHTS

The two central purposes of the Taylor Grazing Act were to "stop injury to the public grazing lands" and to "stabilize the livestock industry dependant upon the public range." To carry out these purposes, it was first necessary to determine the carrying capacity of the districts and then to develop a system of allocating grazing permits among the various claimants.

"Preference," said the statute, "shall be given...to those within or near a district who are landowners...or owners of water or water rights as may be necessary to permit the proper use of lands..." [43 U.S.C. Sec. 315b, 1934]. This section was interpreted to mean that the applicant must have private holdings sufficient to sustain his livestock when they were off the district and that the district lands should complement his private holdings. The propertyless nomad was, therefore, eliminated from consideration. The words "in or near a district" caused considerable controversy at first. In Carpenter's words, "Pretty soon I began to see that near is everywhere. Near was anywhere they started from and got into the grazing district." After these property requirements had been met, there was still "three times as much private land...in or near a district as there was range to complement such private lands and give them a proper use" [Carpenter 1940] so some additional restrictive device was necessary. It was decided that an additional system of preferences based on customary past use be put into effect. This modified "squatters right" idea was based on the old western common law of "first in time is first in right." This concept had been used to establish mining claims, water rights, and

homestead claims. The director found legal justification for this additional preference system in the language of the statute which stated "grazing privileges recognized and acknowledged shall be adequately safeguarded." [43 U.S.C. Sec. 315b. 1934]. Since it was impossible or impractical to determine who was originally "first in time" on the range, a priority period was established as the five years immediately prior to passage of the act. It happened that those were years of drought and low prices so undoubtedly many old stockmen who had reduced or liquidated their herds were eliminated by the priority period requirement.

The original carrying capacity of the districts was usually set by estimates of the advisory boards. Very likely most of the boards overrated the carrying capacity of the range, but some limits had to be set, and this was probably the quickest and best method available under the circumstances.

Naturally, many disagreements arose under this system for allocating grazing permits. Such disagreements persisted for many years.

HOME RULE ON THE RANGE

In organizing grazing districts, Carpenter relied on committees of local stockmen to draw boundaries and estimate carrying capacity. By this method, he was able to make the districts operational within a very short time. By involving local stockmen in grazing management, he also gained their support for the new program.

Advisory boards were not mentioned in the statute but were originally established by administrative directives. However, some phrases of the Act might be construed as granting authority to establish such a system. Section 9 provided for "cooperation with local associations of stockmen" and for "local hearings on appeals from the decisions of the administrative officer." Section 2 gives the Secretary authority to "do any and all things necessary to accomplish the purposes of this Act." An amendment to the Act in 1939 gave the boards statutory recognition. Advisers were to be elected by holders of grazing permits. Eventually a hierarchy of district, state, and national advisory boards was established.

It has been alleged that the advisory boards were more than advisory—that they not only determined grazing policy but that they also supervised its administration. Carpenter stated that "At all times I warned the boards they were on trial—that they had no final authority and that they were like jurymen performing a public service and a civic duty" [Carpenter 1955]. However, in his report for the year 1935, Carpenter characterized the boards as "the local governing agency as to all matters of a range regulatory nature" [USDI 1935]. According to

Gordon Griswold, President of the National Advisory Board Council from 1940-49, "the revised [Federal Range] Code was written in its entirety by Livestockmen at the first meeting in Denver. The Grazing Service even asked if we would rether they weren't there" [U.S. Congress 1941]. Such a statement and such an attitude probably seemed reasonable to the stockmen who had a long history of use of the public lands. Even though they recognized that the government held title to the lands, they tended to think of them as their range. That being the case, regulation of use was their business, and from their point of view, the federal government should let them run their business as they saw fit.

CONCLUDING OBSERVATIONS

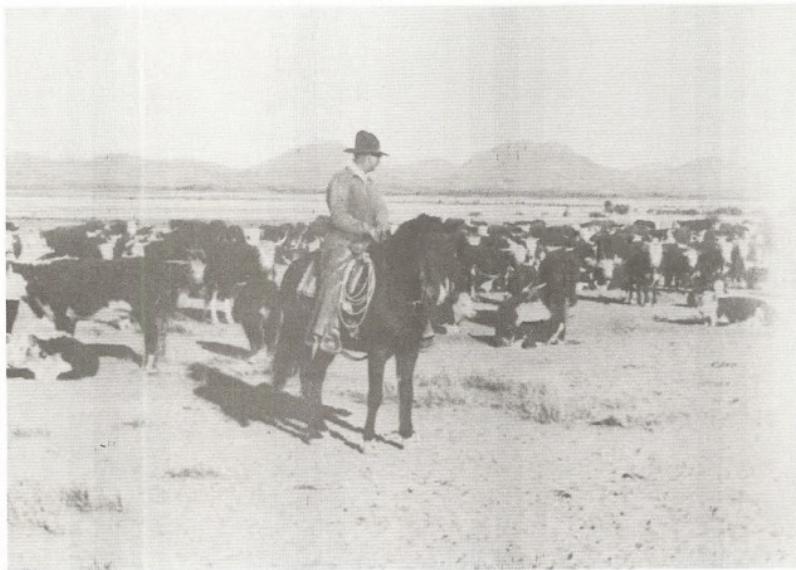
Most laws are simply the beginnings of a change in policy direction. Interpretations of the statute and methods of implementation determine its relative success or failure in accomplishing legislative objectives. The Taylor Grazing Act has been criticized for its vagueness and non-specific language. Probably most statutes could be criticized on the same grounds. Legislators (congressmen) cannot be expert in all things so they wisely omit specific details. They cannot foresee the future very far in advance so they prudently avoid some specificity. Lastly, the more detailed and specific a bill, the more opposition it will provoke and the less chance it will have of passing. In attempting to evaluate the Taylor Grazing Act after 50 years, we need to keep these factors in mind.

If we evaluate the Act in terms of what existed before its passage, we must conclude that it has been a monumental success. It was also probably the best that could have been achieved at that time. It stopped the ruinous practice of homesteading lands unsuitable for farming. It did not "stop injury to the public grazing lands by preventing overgrazing and soil deterioration," but it moved a long way toward accomplishing that objective. And it did "stabilize the livestock industry dependent upon the public range."

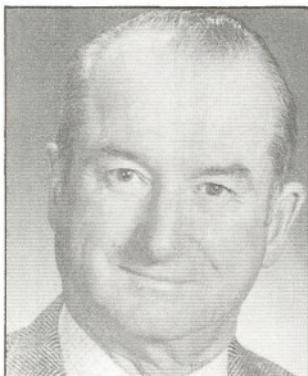
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Life on the range prior to the passage of the Taylor Grazing Act was difficult for men, their animals, and the land.



THE SIGNIFICANCE OF THE TAYLOR GRAZING ACT IN LIVESTOCK PRODUCTION

by
Gene Etchart

Born, raised, and educated in Valley County, Montana, Gene Etchart has been a life-long rancher. During World War II he was an Air Force Flight Instructor.

Other positions and honors include: President [1959], Montana Stockgrowers Association; Seven-year Chairman, National Advisory Board Council to the Bureau of Land Management; Livestock Member, Advisory Council to the Public Land Law Review Commission; Chairman of the Board, Montana Livestock Production Credit Association; 1975 Recipient of Conservation Service Award, Department of Interior; 1983 Chairman of the Board, Helena Branch, Federal Reserve Bank of Minneapolis.

Mr. Etchart lives with his wife Elaine in northeastern Montana, where he and two sons operate Hinsdale Livestock Company, a cow-calf-yearling and feedlot backgrounding operation.

ABSTRACT

The author spent most of his life operating ranches which use public lands in Montana. His family has ranched in public land areas since 1900. He recalls abuses prevalent during the open range days prior to passage of the Taylor Grazing Act. He comments on the situation that existed before 1934 and how the Act has impacted the range resource, the wildlife community, and the livestock industry.

BACKGROUND: Immediately prior to the passage of the Act, ranchers were nearly broke because of the drought and the economic depression of the 1930's. Public ranges were overstocked with livestock and unclaimed horses. Because of overstocking, the range resource suffered. Wildlife habitat was poor, and wildlife populations were very low.

SIGNIFICANCE OF THE ACT: Range stocking was brought under control. Ranchers were afforded reasonable tenure and charged reasonable fees in their use of the range. These incentives induced ranchers to privately fund improvements on the public lands. The livestock industry has benefitted from the Act in the form of increased production, better calf crops, lower death losses, and more financial stability. Range is in better condition, and wildlife habitat and populations are vastly improved. In short, everyone has benefitted!

* * * *

INTRODUCTION

It is an honor for me to appear here today, but, frankly, when I received the invitation to speak, I wondered, "Why me?" The Chairman, in his introduction, gave you some of my background which, in part, might qualify me to be here; but as I reflected on this question, there seemed to be a

more logical reason. That reason being the fact that three generations of my family, starting with my father first, later myself, and now my two sons and brothers have continuously operated ranches, using the public lands since 1900.

The lure of freedom and the opportunity to succeed in the United States was a strong magnet which attracted millions of people from Europe to America. To open up and develop this country, our government's policy was to offer, in the West, free land to the railroads, free land to the homesteader, free access to gold and other minerals for the miners, and free and open range for those willing to brave the elements, hoping to succeed in what is now known as livestock ranching. My father John Etchart came to this country as an 18-year-old boy in 1900. He came from the Basque region of southern France. His first employment here was herding sheep for \$20.00 per month in the hills which now make up Santa Monica, California. In the next ten years my father, his brother, and their banker operated a partnership which ran a nomadic sheep operation, ranging from northern Arizona in the winter, all across Nevada, and as far north as the Bitterroot Mountains of Idaho in the summer. In 1910 the partners dissolved their company, and for his efforts during this period, my father acquired a modest financial nest egg. Also, during this period, he realized another cherished goal, and that was becoming a United States citizen. My father then went back to the Basque country with the idea of courting a childhood sweetheart and bringing her back to this country. He succeeded in this effort, a fact for which our family is most grateful. It was my father's intention to return to Nevada to run sheep as before; however, while in the Basque country, he became acquainted with another Basque, who had just left northeastern Montana. My father was advised by his new friend to look there. He went to Montana and liked what he saw. About that period of time there were rumblings and proposals concerning the establishment of a forest reserve system which would diminish the free open range opportunity for the stockmen in Nevada, and this threat to the open range that he had known was a factor in John Etchart's decision to locate in Montana. He started there in 1911 by purchasing the land, cattle, and sheep of an existing operation. He spent his lifetime improving and expanding from these original holdings.

We will hear today that the free, open, and uncontrolled use of the range was bad, which is true. However, it wasn't all bad because it provided opportunity for thousands of young men and women in the West to succeed. My father, operating as a nomadic sheepman prior to the passage of the Taylor Grazing Act, of course, was part of the problem on

the open range. After the passage of the Act, he served on local Taylor Grazing Advisory Boards and on a national level as one of the advisors to Ferry Carpenter. I knew my father to be very conservation-minded and feel, of course, that he became a good part of the solution to the problems stemming from the open-range days as he became a leader in implementing the new grazing laws.

My perspective here today is that of a north-eastern Montana public lands rancher. My conclusions are my own and may not fit in areas in which I am less familiar. Montana was an early entry into the field of range control and management with the creation of the Mizpah/Pumpkin Creek Grazing District near Miles City under a federal law passed in 1928. Following the passage of the Taylor Grazing Act and because of diverse and intermingled land ownership patterns, Montana passed state legislation to create state grazing districts under the control of one authority. This legislation was designed to compliment and, in some respects, strengthen the Taylor Grazing Act in its operation.

BACKGROUND

In order for me to assess the significance of the act in livestock production on the public lands, it is necessary that I recall the situation of the typical rancher on public lands in Montana prior to 1934. You know that times were tough out on the range. We were suffering in the midst of a severe drought. Grasshoppers and rodents denuded the range of whatever forage was left following the uncontrolled use of too many sheep, cattle, and too many horses. The wildlife populations were low as a result of poor habitat conditions and because rural people, in dire economic straits, harvested game as a food staple. The whole country was in a severe depression, and the agricultural segment in the West was in as tough a shape as anyone. Bankers found it impossible to finance many ranchers because their operations were broke, and they had no way to secure loans for continued operations. Any livestock man using public lands was in competition for that use with everyone else. Public policy gave no preference for the use of limited range forage. There was no incentive for a rancher to take care of the range he used because someone else would come along behind him and use it anyway. If the competing ranchers didn't get all the forage, then the hundreds of horses left behind by the homesteaders who had dried out and departed, would finish the job. It was common practice in those days for grain farmers who used horses for power to turn their work horses onto the public land ranges during winter or whenever they were not using them. To further complicate this bad situation, there were big horse outfits,

such as the CBC's out of Miles City, who ran thousands of horses year long on the open ranges of eastern Montana. Their claim was as legitimate as any, but the year-long grazing by horses made it particularly tough on the range.

My father used to tell, with a chuckle, an open-range-days story about a big Texas horse and cattle outfit that ran over a large area of the Missouri River break south of Glasgow, Montana. It seems this summer was dry. There were grasshoppers on the range and lots of horses. At a small gathering of stockmen, the foreman for the Texas outfit lamented about how bad the grasshoppers were and how they had sure consumed all the grass on the range. Whereupon, Henry Carpenter, an old buffalo hunter and pioneer rancher in that area, allowed as how the grasshoppers were bad, but speaking to the Texan, he said, "It's funny thing, but a two-wire fence around my place has kept the grasshoppers off of my land!"

So that was the situation in the thirties: drought and depression, with public lands ranges that were denuded of their forage and overstocked with livestock and unclaimed horses. The stockmen was in tough financial shape. He had very little equity in his operation, and he was having trouble getting operating credit. He had little incentive to develop or improve his private base lands or the public ranges that he used in common with all other users. In turn, the businessmen in the small communities, dependent on farmers and ranchers, were hurting, too.

THE ACT

During this gloomy time, the Taylor Grazing Act was passed. Its intent was to correct many of the ills existing on the range. The Act sought to rid the range of excess livestock and set up a system whereby bona fida stockmen could use the range on an assured basis, under terms that would stabilize the livestock industry dependent on the use of public lands and take care of the public lands as well. Quite a big order by any standard.

The Act was designed to give preference, as far as possible, to legitimate tax-paying stockmen who owned base lands or water to provide for their stock. The strictly nomadic operator who owned no base lands nor water and who paid no taxes on his livestock was left out by a conservation law that took into account the good of society as a whole and had as a goal the improvement of a national resource: the public lands. The regulations for achieving the changes on the range were developed by the Grazing Service in concert with grazing boards of stockmen who had been elected to help administer and adjudicate the range. Before the passage of the

Taylor Grazing Act, the Colt 45 was sometimes the ruler of the range, and the more aggressive people, willing to assert themselves, dominated the scene. Then, the Taylor Grazing Act, with its elected boards of stockmen who rode herd on their peers, changed the situation existing on the public lands. Floyd Lee, a conservation-minded pioneer stockman from New Mexico, in a statement on public lands once said, "The passage of the Taylor Grazing Act was the only major land reform ever accomplished in the history of the world without bloodshed. The orderly use, restoration, and improvement of the western range lands were brought about by the livestock user himself." He further commented, relative to the elected advisory boards of stockmen, that these boards adjudicated and divided up the range which was something the federal government could never have accomplished alone without getting a lot of people killed.

My good friend, Leonard H. Langen, who is a District Judge in Montana, a rancher and ex-Taylor Grazing District Advisory Board member, in a recent talk said, "The Taylor Grazing Act was passed so as to eliminate anarchy as a means of determining who should use the public lands and to substitute management to be administered pursuant to the rule of law."

Then, what were the magic ingredients that allowed the Taylor Grazing Act to succeed? In my opinion, it provided two very important features to the livestock users of the public lands. There were as follows:

1. Reasonable tenure and assurance of future continued availability of forage for the livestock operator.
2. Reasonable fees for grazing, allowing the operator a chance to realize a profit which, when combined with tenure, would provide incentive for the operator to improve his base lands and the public lands as well.

After forming grazing districts under the Taylor Grazing Act and the Montana Grass Conservation Act, the grazing boards, under the authority granted by law and in cooperation with the Grazing Service, set out to survey the carrying capacity of the range and to reduce livestock numbers to a level that would not injure the range and would allow the range to heal itself. This was a big and important step. Numbers of livestock and seasons of use were determined and put into effect. The qualifications of the individual ranchers were determined by an equitable formula, giving preference rights to bona fida stockmen, under the laws and regulations.

THE EFFECTS ON THE LANDOWNER

Once the preference rights were established for the individual ranchers and the adjudication process was complete, then many operators sought private allotments that could be fenced and cross-fenced for better management of livestock. While range improvements, such as building reservoirs, developing springs, and erecting drift fences, started taking place soon after the passage of the Act, the adjudication of the range and the fencing of private allotments really accelerated the improvement of the range by Bureau of Land Management (BLM) as well as the individual permittees, who now had incentive for investing his own capital and labor in improvements placed on the public lands. The ranch that I purchased and have operated in northeast Montana since 1949 is one that contains public lands making up 50-55 percent of the total acreage. We have built well over 100 miles of fence for control of cattle under an allotment management plan and have built, in cooperation with BLM, over 50 reservoirs on the public lands portion alone, along with mechanical treatments and seedings for improvements of ranges covered with club moss. We, as permittees, have contributed towards all of these improvements in varying amounts, depending on the time and formula in place when the projects were built. I would estimate that our contribution to the total package of range improvements would amount to some 35-50 percent of the total cost. In addition to this, we are responsible for all the maintenance of these improvements.

With the incentives in place that I have already mentioned, public land users have made investments of time, capital, and labor to improve and develop the lands. These improvements have provided additional stockwater and forage for wildlife and livestock alike. The fences have made ranches much more manageable and have eliminated the free use and trespass-type conditions prevalent prior to the Taylor Grazing Act. The tenure provided by the operation of the Act, along with aforesaid range improvements in place, have created a value in the grazing permit which now can be sold, used to secure loans, and, in the case of the Internal Revenue Service, taxed as part of a deceased rancher's estate. By providing an assured source of grazing for the range user, the Act provided incentive for the rancher to develop and improve his own private base lands as well.

Before the Taylor Grazing Act was passed, these ranches had little to offer as security to obtain loans. Today, it is common practice, in tough times, to mortgage a ranch and its grazing permits; and this provides the user with some financial stability that he couldn't enjoy before the passage

of the Act. In this respect, the Act has stabilized the livestock operation dependent on the use of the public lands and has realized one of the goals and objectives set out in the Act.

OTHER EFFECTS

As I pointed out before, not all of the benefits of improved range condition and forage production accrue to the permittees alone. The increase in productivity and value on public lands finds its way into the county tax collector's office and provides benefit to the public as well as to the individual rancher involved. The wildlife population and habitat have increased and improved as well. Where deer populations 50 years ago were sadly depleted, now literally thousands of deer and all other kinds of game abound. In the area where my ranch is located, the Montana Fish and Game issued a special permit last fall for 1000 antlerless deer to be taken over and above regular harvest numbers. This, in an area where 50 years ago few people ever saw deer, and the privilege of legal hunting was unknown.

CONCLUSIONS

I have drawn a few conclusions from watching public lands under the Taylor Grazing Act over these years, and I would like to finish here by offering them for your consideration:

- Ranches have been made financially more stable because of the tenure operators can enjoy by virtue of the Act and its regulations.
- Financial stability has provided incentive to range users in partnership with the BLM to invest in range improvements to improve all aspects of livestock production. These range improvement investments by the livestock industry are quite considerable.
- Improved range conditions have benefitted livestock producers in the form of higher calf crop percentages, higher weaning weights, improved pasture breeding set ups, lower death losses, and so on. Pasture rotation programs, such as those contained in allotment management plans and cooperative management agreements, provide extra residual or rest pastures available as forage supply insurance during drought years.
- Improved range conditions have brought great benefits to the wildlife population. Reservoirs and water developments have been particularly beneficial for game.

- Trails and rancher-built fireguards in our part of the country have provided better access to the public lands for sportmen and other users.
- Any financial improvement enjoyed by the livestock industry has, in turn, been passed onto the hundreds of small rural towns which sell and provide supplies for the ranchers' needs as consumers and producers.

Today's stockmen faces a tough situation. Production costs are high while markets are uncertain, and these two factors are causing most people in the stock business considerable financial distress. While we have our problems, our difficulties don't stem from the Taylor Grazing Act. The Act has provided us a mechanism to make the transition from the free open range to the public lands of the 1980's. Given the same assurances for the future, our industry will, hopefully, grow and contribute its share to America's food and fiber needs on a range which is continually improving.

I could not conclude today without mentioning Ferry Carpenter. I did have the pleasure of becoming quite well acquainted with him and counted him a friend. Our ranch purchased top Hereford bulls from Ferry for several years, and these bulls made significant improvements in our cow herd. Because of Ferry's hospitality and the great stories he had to relate about the early days, I always made it a point to drive the truck myself to pick up the bulls. Ferry's stories could easily last to 2:00 a.m. with a 5:00 a.m. breakfast looming. There was never a dull moment, however.

It was mentioned by the Chairman that I had spent many years as a member of the local, state, and national advisory boards of BLM. I look back on those days with a good deal of nostalgia. All the people, many of whom are here today, were superb. There were, of course, fellow livestock members, multiple use representatives on the boards, and the good, dedicated people from BLM. The whole experience was great.



Modern rangeland management requires a broad array of expertise and constant attention to changing conditions.

SIGNIFICANCE OF THE TAYLOR GRAZING ACT IN PUBLIC LAND MANAGEMENT

by
Dale R. Andrus



A native of Idaho, Mr. Andrus started his federal career in 1944 as a fire lookout and weather observer for the Forest Service while still in high school.

After army service in Korea, he attended and graduated from the University of Idaho in 1953 with a degree in forestry and then accepted a position with the Bureau of Land Management. He served in Idaho, Oregon, California, Utah, Colorado, and Washington, D.C., in positions of increasing responsibility in the Bureau's Land, Minerals and other Resource programs. He was promoted to the position of State Director of Colorado in 1972 and served there until he left government service in 1980.

He is currently the owner and director of Andrus Associates, a consulting group in Morrison, Colorado.

Honors and Awards include: Colorado Cattlemen's Silver Award (1980); State Archeologist Award (1980); Frank E. Johnson Memorial Award for Excellence (1978); Department of the Interior Distinguished Service Award (1978); the Federal Executive Distinguished Service Award (1975); and the Department of the Interior Meritorious Award (1973).

ABSTRACT

History concedes that the public land policy of this nation from its infancy was designed to maxi-

mize revenue. Little thought was given by our forefathers to preservation and conservation of its natural resources. American land settlement is overwhelmed with evidence of evasion, mismanagement, fraud, deceit, and simple administrative incompetence.

Over 150 years passed before basic legislative authority was provided by Congress to manage and protect the unappropriated and unreserved public lands.

Under the authority of the Taylor Grazing Act, the Department of the Interior withdrew from settlement and entry 173 million acres. The Act provided broad authorities for management of these lands under the concept of multiple-use.

The Taylor Grazing Act is a corner stone in conservation legislation and provided the legal framework for preservation of our national heritage.

* * * *

Mr. Chairman, distinguished guests, and fellow conservationists, I appreciate the opportunity to participate in the celebration of the 50th Anniversary of this historic piece of legislation.

After accepting the assignment, I thought about many things which were very significant in the management of your public lands, such as the good old brawls among the livestockmen, land speculator,

or lumbermen; the Bureau of Land Management [BLM] staff professional or the state directors getting ready to attend a national conference on planning for multiple use and holding a preconference meeting with their immediate staffs to decide what kind of refreshments to take; Jim Beam, Old Crow, or Old Forester.

For you who are not members of the immediate BLM family, Jim Beam was used primarily to settle fence line disputes with the livestockmen, Old Crow was used to settle budget disputes or personnel matters with the Washington Directorate, and Old Forester is anyone's guess.

To me the Taylor Grazing Act is BLM. Yes, there are other laws which have had some impact on BLM: 1920 Mineral Leasing Act, Antiquities Act, the General Recreation Act of 1926, Benkhead-Jones Farm Tenant Act of 1937, Material Act, the Classification and Multiple Use Act of 1964, and many others which provide authority and requirements necessary to accommodate the leasing or disposal of specific natural resources.

It was, however, the Taylor Grazing Act that provided the basic legislative authority governing the management and protection of the remaining 17 million acres of vacant unappropriated public lands of the United States.

"Because of the broad powers it confers upon the Department of the Interior for multiple-use management of the natural resources, it is one of the major conservation laws of the nation." [BLM 1973]

Passage of the Taylor Grazing Act in 1934 was as timely and important to this country as the Louisiana Purchase from France in 1803, which kept the mouth of the Mississippi River open to shipping and almost doubled the national land area (@ 3 cents/acre 523,446,440 acres), or the purchase of Alaska in 1867 from Russia.

Many here in this room probably believe that the "Federal Land Policy and Management Act of 1976" is an important piece of conservation legislation. Yes, it is because it serves as a depository for the innovative land management policy and concepts plus scientific methods and techniques developed by professional land managers, which were validated by the courts and tested over time under the authority of the Taylor Grazing Act as amended for the past 50 years.

To make my point, let me digress for a moment and summarize the public land policy of our forefathers. It is readily apparent from scanning historical documents that the public land policy of this nation, from its infancy, was designed to maximize revenue from the sale of public lands. Cash sales were used to pay its debts for the Revolution, augmented by military warrants and war script to pay

its veterans. The War of 1812, the Mexican War, the Civil War are good examples. Grants were used to build railroads, canals, and later public schools. Millions of acres were transferred into private ownership with little thought being given to preservation or conservation of natural resources and the future needs of the nation and its children.

Philip M. Reup, in his article on origins of the public land system said, "In measuring performance against stated goals, the historian of American land settlement is almost overwhelmed with the evidence of evasion, mismanagement, fraud, deceit, and simple administrative incompetence. The evidence of speculation does not require search; it thrusts itself upon the research worker at every turn." [Reup 1982]

In 1860 and 70 the unrestricted settlement laws were enacted to enhance migration and settlement of the western frontiers. During the next 70 years the Homestead Act alone and its several amendments drew more than a million pioneers and settlers to the plains, prairies, and mountains of western America.

A period of 85 years lapsed following establishment of the Ordinance of 1785 to deal with the question of how to dispose of the public domain before the Congress indicated any concern for setting aside any part of the public lands.

However, in the early 1870's a thread of concern started to emerge - one of preservation and protection. Yellowstone Park was created from lands of the public domain, and a movement to create forest reservations to maintain favorable water conditions and conservation of timber on public lands started to evolve. In 1878 Major John W. Powell, after extensive survey and study of lands and resources of the West, recommended to Congress the early revision of the public land laws. Advocating classification of the various types of lands, he urged establishment of scientific system of survey and disposition for each of the land classes. [BLM 1982] The next three decades saw withdrawal and establishment of the National Forest Reserve, numerous national parks, and creation of the Bureau of Reclamation to develop and manage the water resources in 1902.

However, Congress still failed to pass legislation regarding conservation and management of the public domain, due to pressure from its constituency: livestock operator, land speculator, and settler.

The so-called public rangelands still remained available for settlement by the homesteader and use by the livestockman grazing their livestock over large areas of public lands which were wide open to them without cost. The failure of Congress to adopt legislation to halt the destructive use of the public rangelands and prevent the continued breakup

of natural grazing areas by homesteading, which was taking the land with access to water and leaving useful grasslands without any water, brought about an increasingly critical situation during the 20's and 30's. Overgrazing, destruction of the better grasses, and erosion of steep hillsides and silting up of reservoirs all emphasized the need for control. Furthermore, catastrophic decline in livestock prices, which fell by 50 percent between 1931 and 1933, forced cattlemen to make greater use of the free range on the already depleted public lands. (Public Land Law Review Commission 1968) The combination of drought with poor forage and the low prices previously mentioned demoralized the livestock industry and brought about a change in its attitude towards federal management of the public rangelands. Not that federal management was the most desirable—few Westerners thought so—but since transfer to the states was not acceptable, there seemed to be no feasible alternative. Edward T. Taylor's bill and the Act, as finally adopted, included some obvious political compromises, some uncertainties, and some clear borrowing from the administrative practices developed by the Forest Service during the 30 previous years.

Now let's ask the key question: What significance has the Taylor Grazing Act had in public land management?

SIGNIFICANT EVENTS

Sec. 1 - The Act and its first amendment authorized the Secretary of the Interior to withdraw 142 million acres which were to be embraced in organized grazing districts and the remaining 30,258,379 acres of unappropriated and unreserved public lands. A total of 172 million acres were withdrawn from settlement and entry under the public land laws. While it recognized the bona fide rights of the livestock residents, it also recognized the rights of sportsmen to hunt and fish, which lead to the formulation of present-day laws and policy to allocate forage for wildlife and preservation of aquatic habitat.

Sec. 2 - It gave the Secretary of Interior the powers to do any and all things necessary for protection, administration, regulation, and improvement and among other things the power to regulate their occupancy and use, to preserve the land and its resources from destruction or unnecessary injury, and to provide for the orderly use, improvement, and development of the public range.

Sec. 3 - It gave the Secretary the authority to determine who had the right to participate in the

use of the range, to charge a reasonable fee, to determine the carrying capacity and season of use.

Sec. 4 - It recognized the need for range rehabilitation which paved the way for the construction of range improvements—fences, walls, reservoirs, and vast range reseeding and pinyon-juniper chaining projects during the late forties to the early sixties.

Sec. 5 - It provided for continued use of timber, gravel, coal, and other deposits for prospecting, mining, fencing, firewood, etc. without interference.

Sec. 6 - It provided for the acquisition or granting of right-of-way for power lines and public utilities as well as ingress and egress over the public lands.

Sec. 7 - It provided the Secretary of Interior with land classification authority which gave him the right to deny or allow public sales, exchanges, homesteads, etc. As decisions were made, this was refined to include the concept of highest and best use—physical characteristics, economic factors, and public benefits.

Sec. 8 - It provided for exchange of federal lands to facilitate administration of the public lands. This section included exchange of lands with states and also provided classification criteria—in a reasonably compact form of equal acreage or equal value.

Sec. 9 - It recognized the need to cooperate with local associations of stockmen, state officials, and other agencies engaged in conservation or propagation of wildlife interested in the use of the public lands.

Sec. 10 - It provided for a formula for distribution of grazing fees for maintenance of county roads and range improvements.

Sec. 11 - Indian receipts—distribution of grazing fees.

Sec. 12 - It provided for coordination between departments of government.

Sec. 13 - It provided for exchange of areas of administration between interior and agriculture which, in his opinion, can best be administered by the other party.

Sec. 14 - It authorized sale of isolated tracts at public auction for not less than fair market value.

Sec. 15 - It authorized the Secretary to issue leases for land outside of grazing districts for grazing purposes.

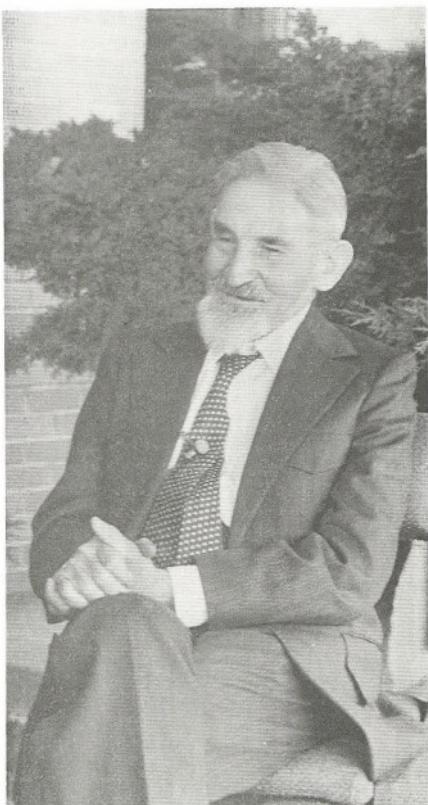
In summary, the Taylor Grazing Act served as the tool to:

1. Stop abuse of the public rangeland.
2. Stop fraudulent land speculators in use of the Homestead and Desert Land Act in 1865 through 1881 in southern California and Nevada. It is interesting to note that between 1862 and 1983, 1,624,816 homestead cases were processed for a total of 270,558,758 acres; 58,288 DLE [desert land entries] from a total of 18,716,422 or a grand total of 1,683,205 cases for 289,275,180 acres.
3. Shutdown in the late 1950's a speculative land exchange program in Arizona which was bilking the public out of millions of dollars.
4. Set aside the key historic Anasazi ruins and artifacts in the Four Corners area of Utah, New Mexico, Arizona, and Colorado via land-use decisions.
5. Consolidate land ownership programs in all the states and facilitate the state indemnity selection programs - Utah and Arizona transferring approximately 300,000 acres in the mid-sixties and more than in the previous 30 years.
6. Adjust administrative boundaries between the Forest Service and BLM in Colorado and other states.
7. Effectively clear school sections and private in-holdings from national parks, monuments, and military reservations.
8. More importantly, served as a precedent and standard for subsequent land disposal authority—the Small Tract Act of 1938, the Public Sale Act of 1964, companion legislation to the acts establishing the Public Land Law Review Commission and the Classification and Multiple Use Act—that provided the stage for the Federal Land Policy and Management Act of 1976.

While the Federal Land Policy and Management Act served as a depository for proven land conservation policies and methods with congressional sanction and a screening device for public land laws repealing some 2700, the Taylor Grazing Act, with some modification, lives on. It is part of our national heritage.

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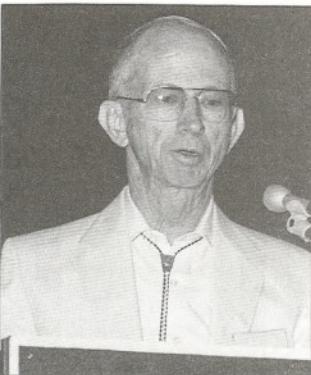
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Marvin Klemme, an early official of the Division of Grazing, attended the conference.

THE STATE OF RANGE MANAGEMENT AND RESULTANT
"RANGE CONDITIONS" IN 1934

by
C. H. "Clint" Wasser



C. H. [Clint] Wasser is a Professor Emeritus at Colorado State University, which he served for over four decades. Having earned three degrees in range-related subject matter, Wasser served at Colorado State University for ten years as Head of Range Management and seventeen years as Dean, College of Forestry and Natural Resources. Currently he is a consultant in natural resources ecology.

Earlier work involved two years with the U.S. Forest Service and one year with the University of Nebraska.

Wasser is a Past President of the Society for Range Management.

ABSTRACT

Range management prior to 1934 was relatively unknown. Range management centered grazing rather than management. Most range management principles were known, some (e.g., frequency of defoliation) only in embryonic form. Knowledge existed about most classes of range improvement practices; some, such as grubbing, burning, and primitive mechanical (reels, dredge) and biological (goats) control were used on brush. More range management knowledge existed about grazing management than was commonly used, especially on public domain rangelands where survival demanded early, close, and continuous use.

[Early range management was left for old-timers to describe.]

Two earliest historic foundation stones in range management, namely the 1898-1901 grazing management and improvement experiments by the Division of Agrostology at Abilene, Texas, which started range management on a scientific course; and Dr. Fred Coville's recommendations for resolving sheep grazing problems in northwestern timberlands, which foresaw and influenced some of the major public rangeland administrative practices later used by the Division of Grazing, were presented as events that paralleled conditions and problems that gave birth to the Grazing Act.

Since THE WESTERN RANGE [U.S. Forest Service 1936] was not well received, the author reviewed range depletion statements by authorities from western public land states, showing many estimates of 25 percent or more decline in grazing capacity by 1900 and several estimates of 50 percent or greater depletion in the 1920's and early 1930's. One author estimated the document figures to be 10 percent conservative. The document estimated that it would take 50 years or more to improve western ranges to carry 1935 stocking and another 50 years of management to approximate their original grazing capacity. Some improvement has been noted, and we expect further progress in the second half century.

* * * *

INTRODUCTION

Looking back at 1834 reminds me of an experience while hunting with Sid Whetstone and some Bureau fellows near the Dinosaur Monument in the 1940's. A draft dodger was hiding in the area, and Sid said he wouldn't be found because he was a native and knew he could use mountain-mahogany for fuelwood as it gave off hardly any smoke. He wasn't found but turned himself in to authorities later and explained that he was not caught because he shod his horse backwards. My talk will be similar; as we go along, we will be coming to 1934 from about 1800.

Since I had not received any range training by 1834 (having been reared in irrigated agriculture) and had no clear perceptions of either the state of range management or range conditions, I propose to discuss briefly two of the earliest ideas that became foundations stones of early range management practices more or less in use up to 1934 and then to note what the authorities of earlier days said about "range conditions." Thus, as you celebrate your beginning, we will observe some of range management's earliest beginnings.

(For background, I surveyed the range management practices available for use up to 1934 from earliest textbooks and experiment stations and concluded that cardinal principles of grazing management, i.e., kind(s), number, season (frequency), and distribution of stock(ing); most classes of methods for manipulating vegetation, e.g., biological, chemical, fire, mechanical; knowledge of most key useful, noxious, poisonous plants and means/degrees of grazability or control; and elementary grazing "systems," e.g., continuous, seasonal, rotation, deferment, deferred-rotation (all but rest-rotation and short-duration) were available, at least in the experimental stage. Those least researched or known are in parentheses. I also have the impression that there was more "range management" knowledge available than was generally practiced and elected to let "old-timers" clarify the "state of" or what and how much range management was actually practiced. Range evaluation had not developed condition classes until 1835; only indicators of satisfactory and unsatisfactory, improving and declining, and grazing capacity changes were being used. Use standards were based on height or leaving 15-25 percent of plants or seedstalks ungrazed.)

My second-hand impressions from reviewing early accounts about range management are that "range management" was a misnomer for most of the pre-1834

period and should have been replaced with the active verb "grazing," a misnomer much as the cartoonist Ding Darling said that conservation was a typographical error!

Wasn't grazing the correct word for it? Earliest range positions [in the Forest Service] were grazing assistants, earliest college courses were "grazing" [in Montana and Colorado], and we are observing the anniversary of the Grazing Act that gave birth to a Division of Grazing and a Grazing Service. "The name of the game" was survival on public domain rangelands and grazing was the only way to survive. If stockmen closest to the unfenced, free public domain rangelands didn't graze them early and close, the resulting unused forage would be an open invitation for neighbors or, more commonly, a migratory "tramp" outfit, often sheep operators, to move in and slick it off.

Burroughs (1982), in WHERE THE OLD WEST STAYED YOUNG, tells how the large Middlesex Land and Cattle Co. of southwestern Wyoming would usurp all the open range near Brown's Park next to the Dinosaur until the local cattle association got desperate and talked a couple of members, the Edwards Brothers, into running sheep and beating the company at its own game. They were successful financially and also in causing the Middlesex cattle run that winter to become bleaching hides by next spring. However, after the livestock market crash of the 1890's, many southern Wyoming stockmen remembered that successful sheep venture and "woolly frankensteins" came to plague northwestern Colorado until a deadman's line was set against sheep. However, gradually after 1920, something resembling range management appeared.

Range Management, as a scientific discipline, was born during an earlier drought and depression epoch in the late 1890's, not greatly different than that around 1834, at a federal three-year rented, experimental range near Abilene, Texas. The desperate situation moved ranchers to seek help. A new division, the Division of Agrostology, was created to cope with such problems and to make extensive surveys of range and forage conditions. The Division sent circulars asking southwestern ranchers about range problems, grazing capacity trends, and seeking their experience and suggestions for restoring production on rundown rangelands.

Ranchers in central and western Texas thought that ranges had declined about 40 percent in the previous 20 years. Some favored resting ranges one or more seasons; others suggested rotating pastures and grazing seasonally in a pattern similar to wildlife migrations.

Respondents to the questionnaire thought that tilling ranges with a harrow or disk would improve production, probably from earlier experiences

renovating tame pastures. They also encouraged seeding trials. A unique idea was to plow east-west furrows to collect windblown seed. Most of their improvement suggestions were included in fenced tracts totaling one 640-acre section, unfortunately provided only with temporary water from intermittent streams, making it necessary to remove stock during dry spells, possibly making some grazing to be "short-duration."

Three peer stockmen estimated the grazing capacity which determined seasonal stocking rates. Three substitute estimators agreed that grazing capacity of the total unit had more than doubled at experiments' end. Disking was considered helpful; seeding and sodding with some native grasses showed promise.

Bentley [1902], the author-investigator, favored seasonal deferment which would permit the perennial grasses to mature and reproduce. This appears to be the kernel of an idea that first introduces deferment or rest and which later germinated into deferred-rotation plan of grazing that received most research attention but little practice in our time period. The tilling trials were predecessors of pitting and contour furrowing in many areas. These early experiments, with their shortcomings, contained most of the ingredients that were to become the range management and improvement programs of the next third of a century, and served as fairly creditable extension-type demonstrations in which people became genuinely interested in range management.

This early success story in range management got around. Payne [1904], writing about early ranching on the plains of eastern Colorado, observed that ranchers were interested in the Abilene grazing methods but would be foolish to try using them until lands were secured by fencing. Here was our public domain problem again.

A year before the Abilene investigations commenced a range problem developed with sheep grazing northwest timberlands that had an influence on the administration and management of federal rangelands. This happened in 1897 on Department of Interior forest rangelands before the creation of the Forest Service. USDA botanist Coville, the country's top range expert, was sent to Oregon to make an unbiased investigation. [Coville 1898]

His recommendations were to regulate grazing and manage it in individual allotments by granting renewable 6-year permits, charging grazing fees and excluding sheep from important watershed and recreation areas. He advised creation of a council composed of livestock association representatives to advise how to adjudicate the grazing allotments. He foresaw problems with driveways and the need for setting a minimum rate of crossing to avoid abuse.

Thus, some of the policies and procedures for administering public rangeland, including multiple use, were foreshadowed at this very early date in Coville's recommendations, much as the Mizpah-Pumpkin Montana grazing district experiment helped to convince Congress of the need and feasibility of the Taylor Grazing Act. And, certainly, public rangeland administration became a very large part of range management after passage of the Grazing Act.

What about resultant "range conditions" in 1934? The most pertinent authoritative source of information on conditions would have to be Senate Document 199, THE WESTERN RANGE, [U.S. Forest Service 1938] Since that document was not well received, let me brief what other authorities said in various publications from 1900 and later.

Arizona Station Director Forbes, cited in Stoddart [1950], was sufficiently alarmed by recent extensive gullyling and poor range conditions affecting irrigation that he wrote about it as early as 1901 [Stoddart 1950]. Albert Potter [1905], in the Public Lands Commission Report of 1905, said that he knew of [unspecified] ranges in northern Arizona [where he ranched until 1900] that would only carry one-tenth the stocking of earlier years. General states of deterioration are described in the writings of early day scientists in southern Arizona between 1900 and 1916 [Griffiths 1904, Thornbar 1910, and Wooton 1916]. By 1927 range conditions were so bad that Dr. Clements, the ecologist, called a meeting of southern Arizona scientists, including key university personnel, concerned about impending desertification [Hill 1928]. There an unidentified scientist, most certainly Dean and Director J.J. Thornbar, estimated that the region's ranges had declined 50 percent in productivity since the 1880's. Livestock were not the sole agents in causing range deterioration in the state. At about the same time, the Kaibab deer ranges had become overused due to a previous policy of hunting and trapping major predators which resulted in a peak deer population that required the first multiple-deer state hunting season to bring the herd in balance with the range's capacity. This triggered game range research on the Kaibab Plateau and experimental feeding of deer at the Sante Rita Experimental Range. In later investigations, Turner and Hastings concluded that both climatic change and overstocking in the 1880's were primary causes for the gullyling and shifts in vegetation types toward desertic conditions in THE CHANGING MILE, a University of Arizona Press 1985 publication.

Wooton [1908], the early authority in New Mexico, had written that the Plains of San Augustine and the plains of the much researched Puerco River and Pecos River, were overgrazed in 1908. During

the first three years of the Jornada Experimental Range's operation, he improved black grama range 50 percent by lightening stocking and improving live-stock distribution [Ares 1972]. He had said that New Mexico ranges could be improved 20 to over 100 percent. Watershed problems came to the front in the 20's and 30's, even before the conservation era. Kirk Bryan (1928), Harvard geologist (and brother of Hugh of the Grazing Service), studied the geology of Rio Puerco and noted that the small drainage had shifted and greatly enlarged with much gullying in the late 1880's, causing abandonment of several villages. He wrote that while overstocking had been the apparent cause, he believed that the ultimate cause was cyclic climate. [Later he amplified reasons for his beliefs in the New Mexico Quarterly of 1940.] An intensive survey of the upper Rio Grande's watershed, made in the early 1930's by Cooperider and Hendricks (1937), estimated that "fully 50 percent" of the forage on over 13 million acres of forest and rangeland had been lost, compared to ungrazed areas, due to overgrazing and faulty land-use practices. The Forest Service's "Copeland Report" to Congress observed that 75 percent of the watershed cover of the lower Rio Grande drainage in New Mexico had been lost by 1933 (Wetts 1933).

Cornelius Shear (1901), while summarizing the work of the Division of Agrostology before it was terminated as a separate bureau, noted that western ranges were depleted 25 to 50 percent in grazing capacity at that early date. He said that the Rocky Mountain ranges in Colorado were depleted 25 percent and that lower elevation ranges from around Colorado Springs south to Walsenburg were worse. Without stating any specific degree of depletion, scientists working in Colorado labeled unfenced ranges in the San Luis Valley poor and overgrazed in 1928 (Hanson 1929); and the public domain winter ranges in Yampa Valley, overgrazed in the mid-1930's (Burdick and Cleason 1936). Badger Wash, the site of the recent excellant interagency hydrology study, only about 15 miles northwest of us, had an early history of overuse which was aggravated by its being close to a shipping point and also to the Cimarron stock-driveaway that operated until the mid-1950's (Lusby 1979).

I would like to digress and note that the disturbances due to concentrating and trailing livestock were among the most difficult range abuses that range administrators and managers were called upon to correct. Cisco, Utah; Badger Wash and American Flats, Colorado; and the Red Desert of Wyoming are some classic examples. American Flats (above Lake City) was a small, open, semi-alpine, public domain range only about 1/2 by 2 miles in size which used to be packed with a dozen or more

sheep outfits in early summer, waiting for the opening grezing date on adjacent national forests. I had heard of the problem indirectly from an early-day ranger, the father of Clyde Ooren. I asked Clyde what he could recall. Here's what he said:

One trip about 1930 Dad and I saw 14 bands on American Flats proper at one time. Around 1925 Dad used to count about 60,000 sheep crossing N.F. [by permit] enroute to public domain [BLM] at Alpine Range Station corrals. Usually [he] opened corrals about July 4th and the big bands [3,000 drys] or ewes/lambs were often all mixed up on the driveway trail. It was true that often as many as 50,000 sheep would mill around in the foothills on public domain, waiting for Forest to open. Lord [only] knows how many were on the desert. [Ooren, Clyde, Pers. Comm.]

Others can describe how 200,000 to 500,000 or more sheep converged on the checkerboarded Union Pacific and public domain lands leased by the Rock Springs, Wyoming, Grazing Association.

Still vexing, even after federal regulations existed on national forests and grazing districts, were a minority of operators that owned or leased small, widely separated ranges and tried to graze all summer going and coming, mostly on others' land or trail forage.

Declining range conditions might be cited in the Great Basin; for example, Craddock and Forstall (1938) noted that heavily stocked spring-fall sagebrush dominated ranges at the U.S. Sheep Station in Idaho had declined 65 percent in production (measured as actual days of grezing capacity) after nine years. They also reported that a survey of outside ranges showed these had declined 80 percent when heavy grazing was combined with promiscuous burning. Also, an interagency survey, as late as 1936, showed that the range resources of the Uintah Basin only had half the grazing capacity needed by current stocking (Stoddart et al. 1938).

Watershed surveys made by Stewart and Oeming in the early 1930's on open public domain lands in the Colorado River drainage showed a reduction of 33 to 80 percent in cover on grazed, compared with ungrazed areas (Beiley 1935). Beiley disagreed with Kirk Bryan's interpretations of the causes for the initiation of the recent cycle of gullying, citing examples in southern Utah where land-use was clearly responsible.

Cotton (1905) found that most ranges in central Washington were abused and dominated by annuals (except where protected by brush or winter snows

that prevented close or yearlong grazing]. Davy [1902] found a dominance of annuals except in wet meadows, forests, and bluffs overlooking the Pacific in northwestern California; but he talked with old-timers who found dominance of perennials in the 1850's. Talbot [unpublished manuscript, ca 1940], in summarizing a 1930's range survey of San Benito County, California, noted that records of early Spanish Missions within the area showed that pre-Anglo-settlement stocking was several times greater than the current capacity. Burcham [1957], in his book CALIFORNIA RANGELANDS, attempted to estimate current and original grazing capacities of major range types and figured that almost 2-3 acres of different types of range would be needed to match the capacity of one original acre. He also estimated that THE WESTERN RANGE document figures were 10 percent too conservative in the grazing capacity assigned to California grasslands.

Finally, a word about the 620-page tome, Senate Document 198: THE WESTERN RANGE [U.S. Forest Service 1938]. It was a product of four years in the making, 1932-1935, used over 100 trained range examiners and scientists who examined over 14,000 sample plots, and used information from another 6,000 permanent plots which had been repeatedly "read" during the survey period. Regional range types were placed in four classes of depletion from estimated pristine range conditions, by ownership class, an advanced method of range condition rating based upon grazing capacity.

Recall that overall ranges were judged to have declined 52 percent from original grazing capacity. National forest ranges were judged to be in best condition; public domain ranges, in poorest condition. Very few ranges were considered to be in entirely satisfactory condition. This was the legacy that the Bureau of Land Management and its predecessors inherited! Causes for the poor conditions [each deserving a chapter's discussion] included fluctuating climate, overstocking, rule-of-thumb management, faulty governmental land policies, economic inequities in freight rates and land taxation, and lagging research and extension efforts, the last a lingering deficiency even today. The authors estimated that there were 100 man years being invested in range research in 1935, of which only 10 were in state experiment stations; and there were zero extension specialists!

Of special significance today on your 50th anniversary is that document's prediction that it would take more than 50 years of management and range improvement to restore range condition to its reduced stocking level of 1935 and another 50 years or more to approach its original grazing capacity. [It would be interesting to look at how close we have come to meeting the first prediction.] I think

that we have made considerable progress and congratulate the old-timers among you. The second prediction should present an adequate challenge for the current and future generations of range users, administrators, legislators, and concerned citizens. I wish you well as we look to further progress in the second half-century.

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Ferry Carpenter is still remembered for his many contributions to the management of western rangelands.

RANGE MANAGEMENT AND CONDITIONS ON UNRESERVED
PUBLIC LANDS PRIOR TO PASSAGE OF THE
TAYLOR GRAZING ACT IN 1934

by
J. R. Penny



Russ Penny retired from the Bureau of Land Management as California State Director on December 31, 1974.

His career in land and resource management spanned 39 years, commencing with the Forest Service in 1934. He received an appointment in 1937 with the Division of Grazing, predecessor to the Grazing Service and Bureau of Land Management. He served as Range Examiner, District Manager, Regional Chief of Soil and Moisture Conservation, Assistant Chief Division of Range Management in Washington, D.C., and State Director in the states of Idaho, Montana, Nevada, and California.

Mr. Penny's awards include the American Motors Conservation Award, California Conservation Council Merit Award, Honor Alumnus Award - Colorado State University College of Forestry and Natural Resources, two Outstanding Performance Awards, and the Distinguished Service Award of the Department of the Interior.

He graduated from Colorado State University with a B. S. degree in forestry and range management. He received his Masters degree in public administration from Harvard University.

He served in the U.S. Marine Corps during World War II. He is married to the former Jacqueline Stefford and has two daughters, Lynn and Leigh. The Russ Pennys reside in Roseville, California.

ABSTRACT

Uncontrolled grazing on the public domain had resulted in chaos. The range livestock industry was without stability and facing ruin. The natural resources had been devastated.

The quality and quantity of forage was estimated to have deteriorated by 50 percent and could not be depended upon. This was accompanied by serious acceleration of soil erosion and loss of water resources. These devastating losses, in turn, contributed toward a reduction of the wildlife population and the elimination of some species on the public domain.

Unmanaged big game animals, even in reduced numbers, competed with domestic livestock for forage and further contributed to the decline of the natural resources.

Increases in the number of wild horses and burros also competed with domestic livestock and wildlife for survival and shared as the cause of the devastation of the natural resources.

* * *

The demise of the millions of grazing buffalo set the stage for the coming of livestock. Trail herds appeared in the 1880's. The huge cattle

ranches were established in the 70's. By 1890 the open range was fully stocked. The extension of the railroads brought hordes of settlers, breaking up the sod, planting crops, and fencing. Seemingly overnight, the open range was a thing of the past. The public domain, as these lands were then called, materially shrank in size, and over-stocking became prevalent.

Diminishment of the range lands continued with the state and railroad land grants, the reservations for special purposes of National Forests and Parks and Reclamation and Military withdrawals. By the time the Taylor Grazing Act was passed in 1934, the public domain had been reduced to 173 million acres. Ninety-nine percent of it was in the 11 western states.

These remaining lands became dumping grounds for the livestock that formerly grazed on the reserved lands.

All of the public domain excepting about 8 million acres of barren waste [lava beds, salt flats, etc.] were used for grazing. Typically these lands were intermixed with private lands lying at intermediate elevations between the highly productive privately owned irrigated valleys and the National Forests of the higher elevations. In this strategic location they were especially important for spring, fall, and winter grazing use. They bridged an important gap between the short summer grazing season on the National Forests and winter feed supplies produced on the irrigated valleys. Although the characteristics of climate and vegetation lent these public ranges best to specific seasonal grazing use and by certain classes of livestock, they were most apt to be indiscriminately grazed year long.

Grazing demand far exceeded the supply and strong competition developed, accompanied by considerable violence. Cattlemen sought to control these lands by acquiring the limited areas of meadow land and the better watering places. Competition was intensified with the coming of the sheepmen. The sheepmen also acquired strategic footholds by controlling significant water and land. Many livestock associations, particularly sheep associations, acquired control of much "checkerboarded" railroad grant lands, thereby also supposedly acquiring control of the alternate sections of public lands.

Control of these lands and waters was only partially successful in controlling grazing use. The fence laws, whereby cattle were required to be fenced out from private lands by the landowner, allowed the cattle to largely roam free whereas herded sheep, making unauthorized use of private lands, were subject to trespass.

Stockmen gained some claim and control over specific range areas through long established

customary grazing use enforced by strong personalities. The larger sheep outfits prevented some encroachment by other sheep by strategically locating their own herds, especially herds of dry ewes or wethers, so as to block out the herds from the range they wanted to hold.

Cattlemen established sheep "deadlines" in an attempt to keep sheep out of "cattle country." Some sheep herds were "shot up," and the notorious sheep-cattle wars erupted with bloodshed.

Migratory livestock operators, generally those with livestock but little or no privately controlled property, moved at will throughout the available public domain. It was the custom of these tramp outfits, as they were called, to move into an area, feed it out, and move on - leaving the local rancher, dependant on the feed for future use, with the "short end."

Trailing livestock to the seasonal ranges and market was a major problem especially for the sheepman with the great distances involved. Many of them trailed from spring-fall ranges to summer ranges and return and then to the winter ranges and return. A total distance of 2,500 miles was not uncommon. Some considered a long trail to be the best winter range. It was common practice to feed off ranges adjoining the trails. Often this was feed that was depended upon by local ranchers. Hundreds of thousands of sheep would use some of the same trails. They became readily discernible by their characteristic appearance of lack of vegetation, many individual trail paths, and erosion.

Range Management could be said to consist of whatever grazing use was necessary for survival. Understandably, "First Come - First Served" became the philosophy. It was the usual practice to feed off the public domain - whenever and to whatever extent was available - while saving the forage on their private lands. Thus, the private ranges were usually in the better condition.

Permanent watering places were scarce, requiring livestock to travel long distances to water. Sets were commonly placed adjacent to the water. The resultant congestion around these watering holes caused a depletion of vegetation nearly as far as the livestock could reach. Palatable plants were replaced with undesirable ones, including some poisonous to livestock. The loss of vegetation was accompanied by soil erosion. In contrast, distant unwatered ranges might be under utilized.

Much of the public domain was inaccessible to the servicing of livestock. This was particularly significant to the vast sheep winter ranges in the deserts of Wyoming, Utah, and Nevada. These ranges were subject to severe winter storms that could quickly cover the forage to a depth that made it unavailable to the sheep. They were often unable to

be reached with supplemental supplies of hay and concentrates. Tragic death losses resulted and were amplified with heavy losses of weakened ewes trailing back to the lambing ranges.

Uncontrolled range fires were a serious menace. Frequently they resulted in loss of livestock and valuable forage. Sometimes they were purposely set to improve forage conditions such as burning unpalatable big sage or chaparral with little or no understory of grass. The uncontrolled fires frequently burned off steep slopes with the effect of loss of vegetation and resulting in serious soil erosion. Palatable perennial vegetation might be replaced by undesirable annuals or biannuals. A notable example is the credit that has been given to fires set for range improvement as the cause for the invasion of the exotic cheat grass on southern Idaho ranges. Although a palatable and nutritious grass for a short time in the spring, it was extremely flammable and became a serious fire hazard after it dried up. Each year many fires could be expected to spring up after a dry lightning storm, blackening hundreds of thousands of acres each year.

At the time of passage of the Taylor Grazing Act in 1934, the range conditions of the public domain were the worst since grazing of the public lands began. The drought cycle which began a few years earlier had reached its peak of severity, exaggerating all the evils of past abuse. In 1932 it was estimated that the western range had lost nearly 50 percent of its productivity.

Palatable perennial grasses and browse were often replaced by unpalatable brush such as big sage or chaparral. Cactus and Pinyon-Juniper were powerful invaders of the southern ranges. Deep rooted perennials were often replaced by shallow rooted annual and biannual grasses and forbs. These were ephemeral - very sensitive to the changes of soil moisture and, therefore, short lived and undependable.

The grazing destruction of the vegetative, soil, and water resources, including riparians, contributed to long range adverse effects on upland game birds, water fowl, and fish.

Many big game animals, particularly deer and antelope, competed with domestic animals for forage. This was particularly true and significant on the winter ranges. These ranges were the limiting factor in controlling big game numbers.

Historically, elk also used the winter ranges, but the advent of settlers, croplands, and fencing established a barrier that was rarely breached.

Bighorn sheep also grazed on much of the public domain. The competition for forage and, especially, the water reduced them to only a few remnant herds.

Although big game animals became greatly reduced in numbers, the competition with domestic

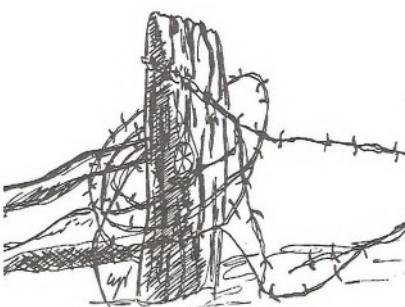
livestock was keen, especially by deer. Deer ranges were often characterized by severe close cropping of palatable deer browse, such as Bitter Brush and Mountain Mahogany, down to thick undigestible stems.

Sheep-tight fences also wrought havoc to antelope, notably in Wyoming along the Union Pacific Railroad. Antelope don't jump fences, and they migrate or drift with heavy snow storms. This unfortunate combination of traits caused antelope in severe storms to sometimes bunch up against the sheep-tight fences, resulting in the death of hundreds.

Large numbers of wild free roaming horses, estimated to be as many as 60,000 were also competing for forage. Ranchers didn't like either the loss of forage or their horses to the wild herds, and so they attempted to reduce the horse population by shooting, and they caught some for their own use. Wild horse runners also gathered some for market. Wild horses, however, continued to increase in numbers.

The burro, abandoned by early prospectors in the southern deserts, multiplied dramatically. They congregated around the scarce desert water holes in such numbers as to devastate them and the surrounding ranges. Unfortunately, these areas were the habitat of Desert Bighorn Sheep and they, unable to compete, largely disappeared.

Thus, the stage was set for the passage of the Taylor Grazing Act.



"...IN THE INTERESTS OF NATIONAL CONSERVATION
AND THE LIVESTOCK INDUSTRY...."

by
Gerald W. Thomas



Dr. Gerald W. Thomas served as President of New Mexico State University from August 1, 1970, to July 1, 1984. Prior to assuming the Presidency of New Mexico State University, Dr. Thomas was Dean of Agricultural Services at Texas Tech University. He also worked for Texas A&M, for the U.S. Soil Conservation Service, and the U.S. Forest Service. He served as a Naval Aviator during World War II.

He has received international recognition in the fields of agriculture, ecology, and resource management. He has had many assignments abroad and has been a consultant to government and private industry. Dr. Thomas is the co-author of *FOOD AND FIBER FOR A CHANGING WORLD*. He has contributed chapters to several other books and has written over 100 professional articles.

ABSTRACT

In the first paragraph of President Franklin Roosevelt's statement, as he signed the Taylor Grazing Act on June 28, 1934, we find the words "...in the interests of National Conservation and the livestock industry." The dual purpose of the Act must be kept in mind as we continue to implement the programs of the Bureau of Land Management.

When the Taylor Grazing Act was passed, the United States was in the throes of the "Great

Depression." The financial problems faced by the livestock industry were confounded by one of the most serious droughts in the nation's history. Widespread overgrazing created the need to "regulate" livestock use on the open range.

Implementation of the Taylor Grazing Act, even with the participation of some segments of the livestock industry, was fraught with problems. There were some inequities in the assignment of grazing allotments. There were conflicts between the sheep and cattle growers. There was antagonism against the federal employees who tried to implement the Act. In spite of these problems, this unique piece of legislation was necessary for the dual purpose—conservation of the resource base and stabilization of the livestock industry.

There is ample evidence of range improvement over the past 50 years. During these five decades we have witnessed a gradual change from the dominant role played by the livestock grazers to a better understanding of "multiple-use." In recent years some environmental extremists have attempted to move the Department of Interior's programs from "multiple-use" to "livestock exclusion" or complete "protection." The key word should still be "management"—management based upon "research and understanding" of range ecosystems. Livestock grazing can continue to be a viable and

environmentally sound objective for most range lands. The original purpose of the act is still valid "...in the interests of conservation and the livestock industry."

* * * *

The title of my presentation, "...in the Interests of National Conservation and the Livestock Industry...." is taken from the first paragraph of President Franklin Roosevelt's statement as he approved the Taylor Grazing Act on June 28, 1934. It is important to keep this statement in mind as we celebrate the 50th Anniversary of this very important piece of legislation. "In the interests of national conservation and the livestock industry." The focus of the Act ~~was~~ conservation and the interests of the livestock industry. Worthy but difficult objectives.

It is also important, as we analyze the continuing impact of this Act, to keep in mind the historical context in which this legislation was formulated. I will speak first of that early history since I was a part of a ranch materially changed by the Act; but I will also relate the shift from my early antagonism against the legislation to a more mature approach as I went through college and moved from range conservationist to faculty member, scientist, and, finally, administrator of a major land grant university in a "Public Lands" state.

The early 1930's represented the most disastrous period in the entire history of American agriculture. In 1932 the U.S. Department of Agriculture estimated that the average farmer, after paying the expenses of production, rent, interest, and taxes, had only about \$230 left out of his year's income—a net of less than 64 cents per day. The price of wheat was the lowest in 300 years [Davis 1940].

Nearly 15,000 banks suspended operations during the 14-year period from 1920 through 1932 [Freeman 1967]. Farm mortgage debt amounted to one-fourth the value of all real estate. The relief rolls reached a peak with an estimated 2-1/2 million rural families receiving some form of relief in January 1935 [Davis 1940].

Desperate people were demanding that the government "do something about the situation!" Consequently, during the 30's, legislation was introduced to create the Farm Credit Administration and other financial assistance programs. The Agricultural Adjustment Act of 1933 imposed acreage restrictions to reduce commodity accumulations. Work projects were initiated to help the unemployed. Soil and water conservation projects were not a high priority. Economic survival was the driving force!

The federal government can be credited with providing the necessary security and incentive to salvage the agricultural industry during this critical period of depression. Many of the present farm programs date back to this crisis. Without doubt, increased involvement of government in agriculture was heavily encouraged by this Great Depression. These effects, both good and bad, have continued.

It was really "tough times" for the ranchers on Medicine Lodge Creek where I was born. We picked up our mail at Small, Idaho—listed at one time in "Believe It or Not" as the smallest town in the United States—population one (the postmaster who operated the general store, took in our cream, and ran a service station). Small, Idaho, has since disappeared from the road maps, but I hold fond memories of the place since my grandfather ran the original post office and store and went broke on the dry farm where the post office was located. Also, the "Small" family, where the name originated, were longtime original ranchers on Medicine Lodge. The elder Mrs. Small died in 1933—a year before the end of the "free range" in the West. I was one of a quartet of students from Medicine Lodge School District No. 24 who sang at her funeral. This was my first funeral, my first experience in a large crowd, and the end of a potential musical career for a country boy. The four of us had practiced singing "Beautiful Isle of Somewhere" at school. We were lined up at one end of the ranch living room next to the open casket. We started out fairly well, but when one lady began to cry audibly, our knees started to shake; and we tapered off to silence while the pianist played the last verse solo.

That was 1933! The tough times got tougher in 1934 when we were informed that the free range was closed to livestock. Members of the Thomas family had several ranch holdings in Clark County, Idaho. My dad ran cattle and over 100 head of horses. Two uncles were sheep ranchers, and the old home ranch was now run by Uncle Reece, who had large numbers of cattle and horses. All of the Thomas brothers were independent—and bashful. Reece refused to go to the Taylor Grazing Office to sign up and claim his long-term rights to the open range. Several others were not aggressive enough to compete with the more recent and better educated newcomers in the area, or they refused to cooperate with the new bureaucrats in the Department of Interior. As a result, the Thomas brothers all came up short on Taylor Grazing Rights, and Reece was left with only the deeded property on Lower Medicine Lodge. He later found he couldn't graze on "his" traditional range, and since he had livestock with no place to go, he was forced to liquidate when prices were at the lowest point in

years. Reece soon went broke and lost the home place.

This was indeed a time of change for the Old West. Remnants of the sheep and cattle wars were still apparent. If the cattlemen got angry at anyone, they called them a "Damn Sheepherder!" Many ranchers carried guns, and there were periodic killings of livestock or fights among cowboys and sheepmen over range rights. Of course, the sheep/cattle wars had tapered off from the time the following published statement appeared in an Oregon newspaper - submitted by an organization known as the "Crook County Sheep-Shooting Association of Eastern Oregon" (Sampson 1923):

Sheep-Shooters' Headquarters
Crook County, Oregon
December 28, 1904

Morning Oregonian
Portland, Oregon

Mr. Editor: Seeing that you are giving quite a bit of publicity to the Sheep-Shooters of Crook County, I thought I would lend you some assistance by giving you a short synopsis of the proceedings of the organization during the past year.... Therefore, if space will permit, please publish the following report:

"Sheep-Shooters' Headquarters, Crook County, Oregon, December 28, 1904. Editor Oregonian: I am authorized by the association (The Inland Sheep-Shooters) to notify the Oregonian to desist from publishing matter derogatory to the reputation of sheep-shooters in eastern Oregon. We claim to have the banner county of Oregon on the progressive lines of sheep-shooting, and it is my pleasure to inform you that we have a little government of our own in Crook County, and we would thank the Oregonian and the Governor to attend strictly to the business and not meddle with the settlement of the range question in our province.

"We are the direct and effective means of controlling the range in our jurisdiction. If we want more range, we simply fence it in and live up to the maxim of the golden rule that possession represents nine points of the law. If fencing is too expensive, substitutes are readily manufactured. When sheepmen fail to observe these peaceable obstructions, we delegate a committee to notify offenders, sometimes by putting notices on tent or cabin and sometimes by publication in one of the leading newspapers of the county as follows: 'You are hereby notified to move this camp within twenty-four hours or take the consequences. Signed: Committee.'

"These mild and peaceful means are usually effective, but in cases where they are not, our executive committee takes the matter in hand, and by moonlight, they promptly enforce the ideals of the association.... Our annual report shows that we have slaughtered between 8,000 and 10,000 head of sheep during the last shooting season, and we expect to increase this respectable showing during the season providing the sheep hold out and the Governor and Oregonian observe the customary laws of neutrality...."

(Signed) Corresponding Secretary
Crook County's Sheep Shooting
Association of Eastern Oregon.

Even after World War II, when I was working for the Soil Conservation Service, the son of a sheepman came rushing into my office looking for the county sheriff because, he stated, a cowboy neighbor had shot at him because of an allotment conflict. Early Grazing Service employees had to help resolve these fights between sheep and cattle owners. It was a special problem on overlapping range allotments and along the borders of sheep trails designated for movement of sheep from winter to summer ranges. The early concepts of "dual use" of the range meant "heavy-grazing" by the first class of livestock to reach the area and "overgrazing" by the class to follow. We have come a long way since 1934 in our understanding of proper utilization by mixed classes of livestock.

There is another class of livestock that deserves special mention. I stated earlier that members of the Thomas family owned large herds of horses. In fact, every rancher on Medicine Lodge had horses - and several hundred head roamed freely on the open range in Clark County. The horses could reach high into the mountain areas, and they cut deep trails in the open range as they came in to water. You could see the dust for miles as they fell into single file along these well used trails. Often the horses roamed onto Forest Service lands, and if the Ranger wasn't too busy with 'important' duties, he impounded the horses and filed trespass charges against the owners. At any rate, because of the free range outside the national forests, ranchers could take care of their needs for saddle and work horses, without expense, by running them on the public domain.

The Taylor Grazing Act changed our concept and use of horses - perhaps even hastened the move toward mechanization. We had orders to remove most of our horses or face trespass charges. Horses didn't understand range allotment boundaries, but it was obvious that horses were a serious range

problem. In our country, the mixture of work horses, saddle broncs, and wild Indian mustangs created special problems for the cowboys at round up time. Some of those range horses never did see a corral. My most exciting experiences on horseback were during the horse round ups. One of the saddest days I remember on the ranch was when my brothers and I sat on the fence with my dad and mother, looking at several hundred head of horses collected by the local ranchers, to be trailed to the cannery in Butte, Montana, and sold for \$10 a head - mere with colt included for the same price. We held back several good potential saddle horses, but from that day on, we were out of the horse business, victims of the Taylor Grazing Act.

I use the phrase "victims of the Taylor Grazing Act" because that was the concept held by many users of the free range. The fact that the west was in the worst drought in history, the fact that the country was in the Great Depression, the fact that livestock prices were at an all-time low, the fact that the ranges were overgrazed and without management, these facts were ignored as the ranchers found a focus for their anger: the federal government and the federal employee. As a teenager, I listened in as my dad and the neighbors "cussed" and "discussed" the government and the newly imposed restrictions on our way of life. I remember also my dad talking about range conditions - mostly about the "strong" grasses and the "weak" grasses. It bothered him when he was out of forage, especially if some of the neighbors were letting grass "go to waste." The best range management was to get your livestock to the good strong grasses as soon as possible and to graze until snowfall forced you to feed hay.

Last month as I perused my reference books to move out of the President's Office at New Mexico State University, I set aside some of my old range management texts and early references to grazing on the public domain in preparation for this address. Arthur W. Sampson, in his first book on RANGE AND PASTURE MANAGEMENT, published in 1923, stated [Sampson 1923]:

"The western graziers soon realized that they could no longer depend entirely on 'free' grass; and, instead of this frontier country supplying all the food for all the cows in the world, as some had formerly believed it would do, it was suddenly realized that the ranges were overcrowded."

In Stoddart and Smith's first edition of RANGE MANAGEMENT, the following reference is made to early grazing practices [Stoddart and Smith 1943]:

"Over the period from about 1880, when cattle grazing on the public domain became general, until 1894 when the Taylor Grazing Act was passed, no provisions were made for administering the grazing of western land. Notable exceptions were certain

reserves such as the national forests. The results of this general lack of supervision was an intense competition to secure as much as possible from the lands."

"...to secure as much as possible from the lands." This was the concept promoted, not only by the land users but by the early actions of government which encouraged settlement of the west. The central theme was "exploitation" and not "conservation" or "wise use." Even after the passage of the Taylor Grazing Act and other resource conservation measures, land users had much discretion in their management options.

I came out of college in 1941 inspired by a background in Forestry and Range Management. I was ready to "sell" range conservation to my dad and the other members of the ranching community. Then World War II came along and took four years out of my professional career. This was left me with a love for the American way of life and an appreciation of the vastness of the oceans, as viewed from a rubber raft after I ditched my torpedo plane in the South China Sea.

After World War II, I went to work for the Soil Conservation Service. Under Hugh Hammond Bennett's enthusiastic guidance, we learned to rely on "evangelism" and "education" to promote conservation. We had good success, with the cooperation of the leaders in the ranching community. Marion Clawson, serving as Director of the Bureau of Land Management, released his textbook in 1950 entitled THE WESTERN RANGE LIVESTOCK INDUSTRY. Clawson put it this way [Clawson 1950]:

"There is, on the whole, a high degree of cooperation between the Forest Service and Bureau of Land Management, on the one hand, and the ranchers on the other. There are some general matters on which there is a common and widespread difference of opinion between the ranchers and the agencies, however. Probably first among these is a difference in conception as to the proper rate of stocking on a range area."

Clawson also mentions conflicts which arise out of the ranchers' quest for security and resentment over regulation and management. These areas of conflict still exist. Our "Range Improvement Task Force" in New Mexico is still working toward the resolution of these conflicts.

In 1950 when Clawson wrote his book on range management, I returned to graduate school and became the 10th individual in the U. S. to receive a Ph.D. in Range Science. Now there are many range trained specialists. The Society for Range Management has over 5200 members. My work from then on was in teaching, research, and administration. My perspectives changed again. I believe I had learned early to understand the strong feelings of ranchers about

their rights to the range country. Through experience I learned to sympathize with the problems and challenges faced by the federal agency personnel who, for the most part, were dedicated and professional. Now in the university setting at three major agricultural colleges, I saw other important facets of the challenge. It is with that later viewpoint that I went to close by making a few generalizations - centered on the theme "conservation and the interests of the livestock industry."

1. We must not forget that the vegetation cover is the key to environmental stability, soil and water conservation, as well as serving as the base for livestock productivity. It behoves us all to manage this resource properly to obtain both objectives.

For the past 34 years I have been observing vegetation change in the west and trying to keep up with the literature on range condition and trend. I see vast improvement on most Bureau of Land Management [BLM] lands since the 1930's—including the Idaho range where I was raised. However, we still have a challenge ahead to reach maximum productivity.

2. More emphasis should be placed on long-term research directed toward an understanding of the vegetation resource and the interactions among soils, plants, climate, livestock, and other biological populations. The Department of Interior has historically neglected research - placing too much dependence upon the Department of Agriculture or relying on the states to finance research through the Agricultural Experiment Experiment Stations. The BLM should sponsor and help finance more research directed toward their specific and unique management problems.

I feel very strongly that the excellent long-term grazing research at Fort Stanton in New Mexico, on BLM land, should be continued. The BLM has cooperated fully in these studies, but Ruidoso needs a new airport. It appears that political pressure may prevail. There are alternatives for an airport location, but there is no way to replace the long-term grazing studies. Surely the livestock producers, the universities, and the federal land managers will cooperate to see that the program at Fort Stanton is continued.

As some of you know, I have written some papers on the "desertification" issue [Thomas 1983]. While the opinions of the experts vary, the geological and ecological evidence indicates that there is an element of desertification in the American southwest as well as in the African Sahel [Thomas 1980] that is geologic, i.e., associated with natural climatic fluctuations or long-term climatic change. Also, the effects of "normal" periodic drought can be very pronounced on soils and vegetation even under

complete protection from domestic livestock or farming operations. For example, the occurrence of drought at the time of an explosion in certain insect populations could be just as devastating as drought combined with overgrazing. We recognize that man is the greatest accelerater of change, but some of these questions can only be answered to everyone's satisfaction through research.

3. While the Bureau has moved in recent years toward an improved vegetation monitoring program, there is still a need to better identify long-term trends in vegetation change. This is particularly important in view of the pressure for Environmental Impact Statements and the new Land-use objectives. Also, we see some over-promotion of miracle management schemes and miracle grasses. Nature and time have a way of bringing these quick solutions to a complex problem back into focus.

4. The universities are turning out range scientists with a good theoretical background but with little or no practical experience. As more and more students move into range programs from urban areas, this deficiency becomes more apparent. Agencies, colleges, and livestock operators must work together to design co-op and field work experience programs as a requirement for the degree.

A corollary to this problem is the need for continuing education for everyone. More short courses, more field tours, more interaction between the professionals and the land users is essential.

5. There is confusion between "Range Condition" - a measure of plant succession or regression - and "Range Trend" - an indication of improvement or deterioration. It is confusing to release data to the public stating the number of acres in "poor," "fair," or "good" condition without indicating whether or not the trend is up or down. There is ample evidence that the bulk of the rangelands have improved substantially since the 1930's and 40's. However, ranchers are still being condemned by many "environmentalists" because all ranges are not in "good" or "excellent" condition. Can we help to prevent confusion or misuse of data base?

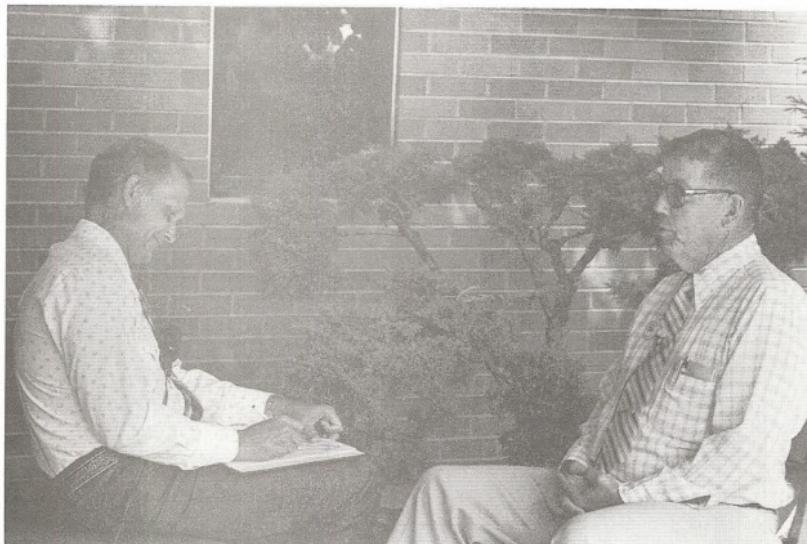
6. Ranchers, public land managers, and even research scientists are gradually losing the "tools" for manipulating vegetation. This is a result of state and federal regulations, pressure from environmental groups, and other special interests. I refer specifically to restrictions on brush and weed control, insecticides, predator control, certain range improvements, and livestock manipulation. Since vegetation is the key to productivity and environmental stability, it is important that we continue to emphasize that the local federal land managers and the ranchers need to retain the flexibility and the opportunity to use all of the important range improvement tools and techniques to

manipulate the vegetation complex toward both increased productivity and better conservations.

Since the passage of the Taylor Grazing Act in 1934, we have seen the dominant position originally held by the livestock industry change over time. The comprehensive report of the Public Land Law Review Commission in 1970 focused on "multiple-use" and "retention" of the public lands in federal ownership (Public Land Law Review Commission 1970). Some environmental extremists have attempted to move the Department of Interior's programs from multiple-use to livestock exclusion or complete "protection." This movement and subsequent legislation created a backlash which in the livestock industry became identified as the "Sagebrush Revolution" - an attempt to privatize the federal lands (Public Lands Council 1983). We now see a better balance. Nevertheless, it is important to keep in mind that the Taylor Grazing Act was passed "...in the interests of national conservation and the livestock industry." It is our obligation to continue to pursue these objectives.

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Gene Kinch, Left, of the Bureau of Land Management/Grand Junction District Office, interviews Ed Carpenter, son of Ferry Carpenter and state legislator.

PERSPECTIVE: IN LIVESTOCK MANAGEMENT AND PRODUCTION FROM PUBLIC RANGELANDS

by
H. W. "Bud" Eppers



A Lifelong rancher and resident of New Mexico, Bud Eppers has greatly contributed to his profession and to the development of agriculture in his state. Throughout his career he has served on numerous boards, representing various aspects of agribusiness, and has been instrumental in the drafting, passage, and implementation of legislative measures designed to help the rancher not only in New Mexico but throughout the nation. His experience in the area of range use and improvement has been used to address Congressional groups on a number of issues regarding range management, including the regulatory powers of the government over that management.

Although his list of accomplishments is primarily in the field of agriculture, Bud has also served his community and state through his involvement in various civic and community organizations. He and his wife Alice raised their four children on their family ranch outside of Roswell, New Mexico, and continue to make their home there.

ABSTRACT

The Taylor Grazing Act was greeted by the livestock industry with mixed reaction fifty years ago, but time has proven it a worthwhile document that continues to serve us as it did our parents.

However, it must be remembered that this law was only intended as a guide, a framework, if you will, and that most of the improvements in public lands throughout the West have come about because of the initiative and at the expense of the ranchers themselves. In some ways, however, this solution, the broad area of law that has been generated under the Act, has now generated its own set of new problems. Water resources are still a problem in some areas, and with diminished profits to our industry for the better part of a decade, new improvements are slower in coming. We are also facing increased pressure from predators and from those who would protect them at the expense of equally vulnerable lambs and calves. Thanks to those who had the foresight to conceive and to implement the Taylor Grazing Act, we have the opportunity to continue to move ahead, and we look forward to another fifty years of constructive cooperation.

* * *

It is indeed a great pleasure to speak on this panel in celebration of the 50th anniversary of the Taylor Grazing Act. I apologize and express the regrets of Bob Jones for not being able to attend,

but Bob is caught on a very severe drought that requires his staying close at home maintaining the necessary watering facilities for his livestock.

Consequently, I do not have a prepared speech, but I will speak of an area and situation of which I am most familiar: my own ranching operation and others within Southeastern New Mexico.

The title given this panel is Progress and Problems. Progress in our area since the Taylor Act was passed in 1934 has been unsurpassed in few other areas. Requirements to fence ranch boundaries began to settle the numerous disputes that had developed between cattlemen and sheepmen over the vast range that supported the numerous livestock herds.

A severe drought dominated a large area with few natural or permanent water facilities available. Feuds were increasing and the time had definitely come to establish range boundaries and set stocking levels.

I was extremely fortunate to have a stepfather who was a strong conservationist. He devoted his efforts and financial resources to the establishment of boundary fences even prior to the Act. Water and pasture development began the process to restoring range conditions to a more satisfactory state. A grazing program based on the needs of the livestock and the range was developed, resulting in an improved range condition.

In the beginning our Bureau of Land Management district had a District Manager (D.M.) and two secretaries—a very small force compared to close to two hundred federal employees of today. The D.M. traveled the area issuing Section 4 permits for improvements and observing forage conditions. When problems arose with excessive numbers, the Grazing Advisory Boards, elected by their peers, set stocking rates in line with available forage.

The improvements placed on the federal public lands cost the taxpayer nothing and are the direct result of the satisfactory range conditions that exist in our area today. The ranchers take great pride in the improvement on their ranches, and the general public should be made more aware of the rancher's achievements.

The Bureau has just submitted a draft EIS (Environmental Impact Statement) for this area with over 80% of the allotments being placed in the "M" category. The document does not fully portray or verify the numerous privately owned range improvements, but the condition and trend very aptly reflect them.

I very strongly concur with the new Department of Interior policy on water. Especially true for our area in the water base states, water should be controlled by the livestock producers to insure adequate water to produce the necessary meat and fiber so vital to this nation and the world.

Since the development of permanent water and with the advent of plastic pipe, the distribution of water has been most advantageous. Uniform grazing of pastures is prevalent, and a significant variety of wildlife species exists. When I was younger and a most avid hunter, I had to travel some 50 miles to the mountainous areas to hunt deer, but in the past 25 years since the establishment of permanent water, we have mule deer year around on our ranches. We also have several varieties of fox, quail, badgers, bird species, and occasionally raccoons are observed. Water, extremely important to livestock, now supports a diverse wildlife population.

Mountain lions, never before observed, are appearing in this region with a noticeable predation on deer and antelope. Coyotes, bobcats, and eagles are increasing at an alarming rate. Adequate control measures are desperately needed before reduction of our presently viable game populations occurs. Increased predation of livestock herds reduces profitability to the point that maintenance of existing range improvements for livestock affects the survival of wildlife.

If more humane control methods are desired by the public, they must be researched as to their cost effectiveness before existing control procedures are eliminated. The present differences of opinion between livestock producers and a few of the protectionist groups over trapping and poisons is ridiculous. The pain, suffering, and eventual death of thousands of sheep and cattle, as well as game animals, should be given considerable attention prior to decisions eliminating the conventional control techniques. The ranchers want nothing more than sufficient control, not elimination, of predatory animals.

Today, as always, we are surrounded by a dynamic and changing resource, as Dr. Thomas so appropriately stated. Many changes are developing which man has not and cannot fully measure. Range conditions are more effected by unpredictable climatic changes, hail, grasshoppers, range caterpillars, army worms, gophers, etc., than livestock grazing. I have been a witness, in my 40 years as a steward of the land, to severe damage that has been created by two devastating hail storms which virtually destroyed a large quantity of the natural vegetation over a large portion of our ranches. Grasshopper infestations of up to 40 to the square yard and range caterpillars of 20 to the square yard denuded our more desirable grasses. Two very severe droughts and several years of less than average rainfall have also created undesirable range conditions. Only by being there on a daily basis can one observe and begin the process to restore the rangelands.

I very strongly approve and urge the Bureau to issue Cooperative Management Agreements [CMA's] to those deserving ranchers who over time have proven their exceptional ability to manage both livestock and the resource. The CMA program is the most important aspect today. Flexibility, after the fact billing, and opportunity to make private investment will certainly maintain or improve the renewable resources so vital to our country. No agency or special interest group is any more interested in the protection of the resource than those who utilize it for a livelihood.

The area in which I live has had over 95% of the range improvements on public land constructed with private funds, and the resulting improvement in the condition of the range is clearly shown by the high number of "M" category allotments. Even many of the "I" allotments have range conditions which would make them eligible for the "M" category if the operator didn't desire additional improvements.

I could never elaborate enough on the many benefits that would occur if CMA's were issued to those ranchers who have spent many years managing the range and livestock. Their knowledge and experience is most important if continued improvement is to be achieved.

Several years ago Bureau personnel embarked upon a program to modify net wire fences, for antelope migration, in the last remaining intact sheep producing area of New Mexico. Strong opposition arose from the sheepmen because modification would eliminate the protection net wire fences provided for predator control. Breeding programs, begun as pasture development took place, have resulted in the high quality of wool and lamb

renowned over the world. New Mexico wools provide the fiber for the higher-quality clothing fabrics of today.

Although this was a most serious problem, a four-year study by New Mexico State University clearly found that most of the area was not suitable antelope habitat. Also, competition between sheep and antelope for available forage was so intense that during the many abnormal climatic conditions, antelope would be severely stressed to survive. Disruption of breeding programs would be evident due to lack of control.

The problems, hopefully, have been resolved so that continued production of quality wools important to the producers, local economy, and consumers can continue unabated.

In closing, I can emphatically state that the federal public-lands are much improved over what they were when the Taylor Act was passed. Stability, so important and a major consideration of the Act to the livestock industry, prevails today and is most necessary for the future.

The unequaled ability of private individuals and capital to improve range conditions in the future as they have in the past hinges on the CMA program. The knowledge and experience gained from generations of balancing livestock with constantly changing climatic conditions can only be achieved with the tenure and flexibility of this innovative program. Progress will be rapid while problems are few.

I have truly been proud to have lived in the first 50 years of the Taylor Grazing Act. I look forward to many more so that I may enjoy the improvements of the past that have given us the foundation for production in the future.



Helen Jansen-Bradford, a conference participant who died in the fall of 1984, was a pioneer rancher in western Colorado as well as a natural resource conservationist.

PERSPECTIVE: IN IMPLEMENTATION AND ADMINISTRATION
OF MANAGEMENT UNDER THE TAYLOR GRAZING ACT

Presented by
Delmar D. Vail
Prepared by
Allan W. Strobel



Delmar D. Veil joined the Department of the Interior's Bureau of Land Management in 1956 and served until 1964 as Range Conservationist, Area Manager, Fire Control Officer, and Assistant District Manager, all in the Burley, Idaho, District.

From 1964-67 he was Assistant Manager of the Boise (Idaho) District office; from 1967-69, Manager of the Cedar City (Utah) District Office; from 1969-71, Manager of the Folsom (California) District Office; from 1971-76, Manager of the Riverside (California) District Office.

From 1976-80 Mr. Veil served as Associate State Director of the Wyoming State Office. From 1980-81 he served as Assistant Director, Renewable Resources in the Washington Office. From 1981-83 he served as Deputy Director, Land and Renewable Resources. Since 1983 he is serving as Service Center Director, Denver, Colorado.

He served in the U.S. Marine Corps from 1953-55 and received a Bachelor of Science degree in Range Management from the University of Idaho.

Mr. Veil is married and the father of four grown daughters. He is a native of Idaho and was born September 2, 1929.

ABSTRACT

The Bureau of Land Management has seen a great deal of growth and change in the 50 years since the

Taylor Grazing Act was passed. This paper presents a brief history of the Interior Department's implementation of grazing management on federal public lands.

Controversies are a big part of this history. Grazing disputes, new laws, lawsuits, and congressional investigations have had powerful effects on BLM management.

Covered in this paper are Harry Carpenter's work to establish grazing districts and organize district advisory boards, efforts to adjudicate grazing privileges, the development of allotment management plans, and other cooperative management efforts.

Increased public interest in BLM lands has translated into several new laws over the last 50 years; nonetheless, the Taylor Grazing Act remains a milestone guiding the management of livestock grazing on public lands.

* * * *

With the signing into law of the Taylor Grazing Act on June 28, 1934, the Department of the Interior was given the responsibility for bringing order to millions of acres of federally owned grazing lands in the eleven western states.

To carry out these responsibilities, a Division of Grazing was established in the Department in

September 1934. On September 12, 1934, Secretary of the Interior Harold Ickes hired Farrington (Ferry) R. Carpenter of Hayden, Colorado, to, in his words, "Go out there and set those grazing districts up." Although Ferry Carpenter's original appointment was for only one year, he served as Director of the Division of Grazing until the end of 1939.

Congress did not provide the Department of the Interior with funds to carry out the provisions of the Taylor Grazing Act. Therefore, to get the job done, Ferry Carpenter selected employees from three other Bureaus in Interior: the Division of Investigations, the Geological Survey, and the General Land Office. He started with 17 employees. Nine assisted in administering the grazing districts. Of the other eight, five were clerks, and three were stenographers.

Upon checking with the General Land Office to find out where the public domain rangelands were located, Carpenter found that they had no maps. They did not know where the lands were. Because people were filing for homesteads, buying isolated tracts, and taking up stone and timber entries on a daily basis, the only way to find out where the public lands were was to go to the township plats in 19 district land offices throughout 10 western states.

Carpenter went to work at once [1] organizing districts, [2] setting rules under which ranchers would be chosen to enjoy grazing privileges and to guide that enjoyment, and [3] fixing reasonable fees. All this was done in consultation with industry leaders and, for the most part, in agreement with their desires.

Before taking any action under the Taylor Grazing Act, Carpenter held public meetings in 10 western states to discuss and explain the new law. The first of these meetings was held here in Grand Junction on September 17, 1934; an estimated 800 people attended. The series of meetings culminated in a general meeting in Denver, Colorado, on February 19, 1935. These meetings led to the development of a plan for cooperation between the stockmen and the federal government.

Carpenter had the cattlemen and the sheepmen in each state elect committees to represent them and to work with the "Federal men" in implementing the Act. The committees' first task was to determine the boundaries of the grazing districts in their states. They were also charged to set up the first provisional rules and regulations and to issue permits. These committees dealt with many controversial issues, such as: How near was near? What constituted prior use? What commensurability rules should be adopted? Where should the cattle graze? Where should the sheep graze? What kind of fee—we've always grazed for nothing.

Ferry Carpenter believed in the principle of decentralized administration. He set up an administrative office in Washington, D.C., but also established a field headquarters in Salt Lake City and eight regional offices, one in each of the eleven western states except California, Wyoming, and Washington. Within each region were varying numbers of districts. The decentralized organization gave persons affected by the Taylor Grazing Act easy access to the "Federal man."

On March 23, 1935, Wyoming Grazing District No. 1 (Worland) became the first district to be established under the Act.

Within the first year, the Division of Grazing found that the 80-million acre limitation provided for in the Act would not take care of local demands for public land to be included in grazing districts. In 1936, the Act was amended to provide a new maximum of 142 million acres to be placed under grazing control within grazing districts. The acreage limitation was eliminated entirely in 1954.

In September 1935, the first annual licenses to graze livestock within grazing districts were issued. A total of about 15,000 licensees were authorized to graze nearly 8,400,000 livestock on federal rangelands before the end of the year. Annual licenses were issued instead of ten-year permits until [1] information was available from range surveys to determine the proper grazing capacity of the public ranges and [2] information was available concerning forage production and facilities on private properties used in connection with public ranges.

The initial fee established at 5 cents per animal unit month soon proved not to be enough to cover administrative costs. In 1947 the fees were raised to 6 cents, with an additional 2 cents fee for range improvements. Grazing fees have been adjusted [both up and down] many times over the past 37 years.

The first instructions issued by Carpenter as the new Director of Grazing were "rules providing for special elections for district advisors to assist in the management of grazing districts." The early election of these stockman-advisors was necessary for two reasons. One was the provision in the Taylor Grazing Act which called on the Division of Grazing to cooperate with local stockmen and to permit them to take an active part in the administration of the districts. Thus, it was highly desirable that the stockman-advisors be elected before administration and regulation had advanced very far. Second, before any progress could be made in organizing the grazing districts, it was essential to have the advice and counsel of local stockmen because the system of permit allocation and priorities to be set up required information con-

cerning the previous range activities of the applicants. Such information could be obtained only from local range livestock ranchers.

After the first annual grazing licenses (temporary permits) were issued in each district, the licensees elected district advisors to cooperate with the regional graziers in the administration of the public rangelands. These advisors were to serve without pay. Congress later voted to pay them \$5 a day and their travel expenses. By the end of the second year, 523 district advisors had been elected. While the Taylor Grazing Act did not originally provide for advisory boards, it was amended on July 14, 1939, to provide for boards of grazing district advisors. Each board was to consist of at least 5, but no more than 12, members elected by the range users. One wildlife organization member was appointed upon recommendation of local wildlife interests.

The Secretary of the Interior approved the first rules for the administration of grazing districts under the Act on March 2, 1938. These regulations were the forerunner of the first Federal Range Code. Revisions were made in 1938 and 1942 before the Federal Range Code for Grazing Districts received its official title in 1946. This code contained the specific rules for management and administration of the Taylor grazing districts.

The General Land Office administered grazing leases on public lands outside of grazing districts and other land transfers under the Taylor Grazing Act.

After the first grazing licenses were issued and the District Advisory Boards had been elected, the Grazing Service began an adjudication process. In many instances, changes were made in the allocations and priorities which governed the use of range resources under the original licensees. Most ranchers were anxious to complete the adjudication, however, because once it was completed, they could then obtain ten-year grazing permits.

The adjudication process involved determining the grazing capacity of the rangelands, adjusting areas of use within which ranchers were permitted to graze, establishing periods of use, and delineating areas for use by different kinds of livestock. Most ranchers were anxious to work this out as soon as possible. However, some preferred to have range management as disorganized as possible in order to increase their own freedom of action. The advisory boards played a key role in the adjudication process. Each applicant for grazing use had the opportunity for a hearing before his peers who had been elected and appointed to an advisory board.

As long as changes in range organization were kept separate from questions of cuts in the ranchers class-1 demand, progress could be made. The ranch-

ers were unwilling to decrease numbers of animal unit months [AUMs] stipulated in their annual licenses if it could possibly be avoided. Some adjustments in AUMs were made, however, many by mutual agreement and others by decision. It was a slow process with many interruptions.

The Civilian Conservation Corps (CCC) played an important role on the public rangelands. By November 1938, 90 CCC camps of 200 men each were working on 58 grazing districts in the western states. The enrollees built stock-watering facilities, including earthen reservoirs, spring developments, and wells. They also constructed erosion control structures and thousands of miles of truck trails, stock trails, and stock driveways. Many of these range improvements are still in use today, and many of the enrollees who first learned the meaning of "conservation" on the rangelands went to school and became professionals in the fields they had come to love.

The Second World War brought abrupt changes in the programs for conservation of western rangeland. Planned reductions in grazing use were replaced with production programs. More than 1,600 war emergency licenses were issued. Adjustment in the use of the range necessarily became a secondary goal although still an important one.

On March 9, 1940, Senator Pat McCarran of Nevada introduced a resolution into the Senate calling for an investigation of the Grazing Service. Senator McCarran argued that the levy of 5 cents per head per month for livestock grazing was not justified. He was also concerned about tales of favoritism in the adjudication process and other complaints from ranchers and livestock associations. The subcommittee of the Committee on Public Lands and Surveys began a series of hearings on June 24, 1941, in Ely, Nevada, under Senator McCarran. Over the next 4-1/2 years the subcommittee toured the range states holding meetings in 18 communities for a total of 82 days.

The investigations soon focused on disputes over the grazing fees. By 1948 both those who supported a rise in fees and those who opposed it were so angry at the Grazing Service that the agency's appropriation was cut severely. The Service was not given enough money to support even one field man and one clerk per grazing district with a thin organization at other levels. In some districts it was only through the aid of funds provided by the advisory boards that made it possible to maintain essential services. Work on range improvements had to be halted though an effort was made to maintain previously installed improvements.

In August 1949, the Division of Grazing was renamed the Grazing Service. On July 18, 1949, the President's Reorganization Plan combined the Grazing

Service and the General Land Office into a newly established Bureau of Land Management [BLM]. The central offices of the former Grazing Service were moved from Salt Lake City back to Washington, D.C.

After the BLM was established, Interior Secretary Julius Krug hired Rex L. Nicholson to help set up the new agency. Nicholson suggested a cost-of-administration approach toward establishing grazing fees in grazing districts. He proposed a three-tiered structure with national, regional, and district levels. Nicholson's suggestions were unofficially accepted and formed the basis for the agency's development for the next several years.

Under BLM administration a 10-year adjudication program was undertaken which would decide once and for all: who was qualified to use the range, with what numbers, for what season, and with what livestock. Wildlife was becoming a recognized user to be considered, and public meetings were beginning to attract a few isolated representatives of other uses. Much attention was given to range survey, surveys of base properties, and in some areas, to trespass control to area range use. As grazing capacity and base property surveys were completed, ranchers were allocated specific areas of use by a prescribed number of animals during a given period of use. The decisions often conflicted with the ranchers' historic use of the range and sometimes required a reduction in livestock numbers. This range adjudication process often resulted in lengthy legal proceedings during which grazing continued. Rangeland conservation programs began to include positive actions to restore cover, soil fertility, and water holding and storage capability.

In 1964, Congress demonstrated its intent to have public lands managed under the multiple-use concept by passing the Classification and Multiple Use Act. This Act directed the Secretary of the Interior to establish criteria by which lands would be disposed of or retained in federal ownership. Public lands were to be managed for multiple-use values, including: (a) domestic livestock, (b) fish and wildlife, (c) industrial development, (d) mineral production, (e) occupancy, (f) outdoor recreation, (g) timber production, (h) watershed protection, (i) wilderness preservation, and (j) preservation of other public values. Congress, for the first time, clearly indicated that some public lands should be retained in federal ownership. This meant that multiple-use management plans could be prepared for the lands to be retained and the investment of public funds could follow with some assurance of tenure. Up to this time, the public attitude was that management of these lands was only a temporary responsibility of the BLM pending transfer of these lands to private ownership or to

other agencies, such as the National Park Service or the Forest Service.

By 1985, most range adjudications were complete. The BLM began to direct its efforts toward the development of a more intensive form of livestock grazing management. This was the beginning of allotment management plans [AMPs] which soon gained acceptance by livestock operators, fish and wildlife agencies, and conservation groups. The program was designed to improve vegetation by manipulating grazing animals. AMPs are developed by the BLM in cooperation with range users and other interested people to accomplish multiple-use management objectives identified in land use plans. Through proper management of grazing animals, desirable plants for livestock forage, wildlife habitat, watershed protection, and other multiple-use values are improved and maintained. For the most part, these plans have been effective.

As public awareness and concern about environmental quality grew, the National Environmental Policy Act [NEPA] was signed into law on January 1, 1970. The Act placed greater emphasis on the BLM to authorize livestock grazing within a framework that considers other uses and users of the public lands. The BLM prepared an environmental impact statement [EIS] for its entire livestock grazing program on public lands. The report analyzed the impacts of livestock grazing on these lands. The BLM intended that this report would serve as the foundation for later environmental analyses and statements that might be required by NEPA.

Conservation groups and others became impatient with BLM's progress, believing that it had not stopped declining resource conditions on the public lands. In October 1973 the Natural Resources Defense Council [NRDC] and others sued the BLM. They asked for a judgment against further issuance of grazing authorizations until BLM prepared and circulated EISs for specific areas where grazing occurs. The court ruled that the Bureau-wide EIS for livestock grazing management was inadequate to comply with the requirements of NEPA. It ruled that the BLM must prepare EISs that discuss in detail the environmental effects of livestock grazing on specific grazing areas.

Negotiations with NRDC led to a court order which specified that 212 EISs be prepared over a 13-year period ending in 1988. Through combination of smaller areas, the number of EISs has been reduced to 144. By the end of 1984, 106 of these grazing EISs will be completed covering 133 million acres of the total 170 million acres. The EISs address the effects of livestock grazing on other competing uses, such as wildlife and recreation as well as on soils, vegetation, and water quality. They also discuss supportive activities, such as

range improvements, and examine reasonable alternatives to current grazing practices.

The NRDC suit has had a significant impact on the management of livestock grazing on the public lands. Under the provisions of the court order, the BLM lost some of its discretionary powers relating to grazing management.

Among other things, the court restricted BLM from implementing any new AMPs or their equivalent until EISs covering such AMPs are completed. Under the court order, BLM's range improvement policy provides for [1] maintaining existing projects, [2] completing planned and approved improvements within implemented AMPs, and [3] limiting range improvement projects outside AMPs to those projects which facilitate a minimal level of livestock management. Private range improvements are still invited, but such projects must meet the same standards as those built with federal funds.

The court action did not prohibit or alter the issuance of grazing permits or leases.

On January 21, 1975, the Department of Interior published new regulations governing advisory boards. Under the provisions of the Federal Advisory Committee Act of October 6, 1972, all BLM advisory boards had to be terminated by January 5, 1975. The district level grazing advisory boards were replaced with district advisory councils with not less than 10 nor more than 15 members. The BLM solicited public participation in deciding the make-up of board membership within each district.

Two recent pieces of legislation, the Federal Land Policy and Management Act [FLPMA] of October 1976 and the Public Rangelands Improvement Act [PRIA] of October 1978, both had significant impact on livestock grazing management on the public rangelands.

FLPMA provides that public lands will remain in public ownership and that livestock grazing is one of the uses for which these lands will be managed. FLPMA authorized a study to determine the value of domestic livestock grazing on public lands so that an equitable grazing fee could be established. The report on this study was presented to Congress in October 1977. FLPMA reemphasizes the provision in the Taylor Grazing Act, which provides for the issuance of grazing permits for terms of ten years. The Act established that fifty percent of the funds collected from grazing fees will be used for on-the-ground range improvements. FLPMA provided once again for the appointment of grazing advisory boards.

The major thrust of the PRIA is to restore public rangelands to a more productive condition. This Act authorized Congress to appropriate additional range improvement funding in addition to funds normally requested by the BLM. To date,

however, no money has been appropriated for range improvement under the provisions of this Act. PRIA also established the grazing fee formula that is being used for the years 1979 through 1985. The Act provided that the Secretaries of Agriculture and Interior submit a report to Congress by December 31, 1985, evaluating the present grazing fees and other grazing fee options and recommending a new grazing fee schedule for 1986 and subsequent grazing years.

PRIA emphasized the need for consultation, cooperation, and coordination with lessees, permittees, advisory boards, and other interested parties in the development and implementation of allotment management plans.

In PRIA, the Congress directed the Secretaries of Agriculture and Interior to develop an experimental stewardship program. The basic thrust of this program is to provide incentives to, or rewards for, permittees whose efforts result in improved range conditions. The BLM, in consultation with the permittees and other interested parties, explores innovative grazing management policies and systems which provide these incentives.

Three areas have been designated as joint stewardship programs that involve BLM-administered lands and national forest lands as well as private and state lands. The three areas are the Challis area in central Idaho, the Modoc/Washoe area in northeast California and northwest Nevada, and the East Pioneer area in western Montana.

In these areas, we've seen improved working relationships between federal and state agencies, between agencies and range users, and between ranchers and special interest groups. The program has expanded understanding of each other's concerns because people have sat down to discuss common problems. In addition, because all parties were involved in developing management plans, they have a mutual commitment to see that the management schemes are carried out. In 1985, the BLM will report to Congress on the results of this program.

On July 5, 1978, the Department of the Interior adopted new grazing regulations for public lands administered by the BLM. These regulations were the first major revision of grazing regulations in 42 years. During these years the regulations had been amended a number of times, but there were no major changes in the basic regulations. Significant accomplishments had been made under the old regulations, or Federal Range Code as it was commonly referred to. The allotting of the public lands between individuals and groups of operators, the installation of physical improvements [fencing, watering facilities, etc.], and improved grazing management had contributed to better conditions. However, changing public needs, new uses of public land, and new laws made some of their requirements

obsolete. The new grazing regulations are better organized, and the language is less formal, making them easier to read and understand. The regulations for the public lands within and outside grazing districts were consolidated into one set of regulations.

With limited funds and manpower, it is impossible for the BLM to manage all the public lands at the same intensity. Under new policies, work is concentrated in areas most in need of attention or where improvement efforts will produce the greatest public benefits. The BLM has adopted what is called a "selective management" approach to range management. Under this approach, allotments sharing similar characteristics as to resources, economics, management techniques, and social characteristics are grouped into one of three categories:

Category "M" [maintain] consists of productive allotments in satisfactory range condition with no serious resource conflicts. The management objectives on these allotments are to maintain the current satisfactory situation. This will not take very much time or money.

Category "I" [improve] includes allotments in unsatisfactory condition, where there are resource conflicts, and where they are opportunities for improved management. These are the allotments where present conditions stand a good chance of improvement. These are the allotments where the largest shares of time and money will be applied.

Category "C" [custodial] encompasses allotments which have no major resource conflicts and have limited resource production potential. The primary objective will be to manage these allotments to protect existing resource values and to prevent further deterioration. These allotments generally have the lowest priority for time and money.

Under selective management, managers can vary the timing and intensity of actions according to the management needs and improvement potential of allotments.

One proven method the BLM employs to meet demands for public land use—without larger appropriations and staffs—is to involve users in cooperative management efforts. This approach also has the important advantage of increasing public participation by the persons most directly affected by management decisions. With success as the precedent, BLM recently initiated the Cooperative Management Agreement (CMA) program to provide additional cooperative management opportunities to a diverse group of users. A CMA is a formal, written agreement between BLM and a land user or user group for

shared management of grazing, recreation, wildlife, or other activity authorized on specific areas of public land. A CMA does not allow a cooperater to manage, limit, or exclude other uses of an area, nor does it exclude the cooperater from existing laws and regulations affecting public land use. A major objective of the CMA program is to involve individual livestock operators in cooperative management efforts and to provide a reward for past and continued good stewardship.

In 1984, we have a situation much different than Ferry Carpenter and his staff faced in implementing the Taylor Grazing Act in the late 1930s. We have laws on wild horses and burros, endangered species, environmental concerns, clean air, clean water, historic preservation, wild rivers, wilderness, and so on. We are now faced with not only original rangeland laws but also a host of others, and a national public often represented by interest organizations. They are concerned, diverse, vocal, and influential, but, in some cases, uneducated or misinformed in natural resource management.

The BLM's grazing management program represents only one activity or use that may occur on an area of land. In addition to grazing, other uses may include wildlife, recreation, mineral extraction, watershed management, and timber production. Public uses include utility rights-of-way, sanitary landfills, recreation sites, and communication sites.

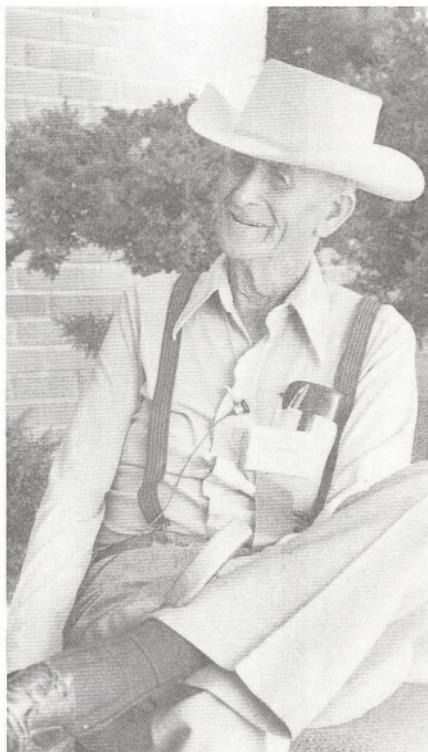
Future management of public rangelands will mean closer cooperation among land users and the BLM. The BLM and the public are making hard choices which we hope will lead to the kind of management that will meet the multiple use demands of public land users and continue to contribute to the overall improvement of these lands.

While the Taylor Grazing Act was considered the first conservation measure of its kind, management of livestock grazing on the public lands has today become much more sophisticated. We've seen the demand for natural resources increase. Combined with this, we have a diminishing resource base, growing public interest, changing values, and a new breed of resource professionals. Even though the Act has been amended several times and other legislation has been enacted over the last 50 years, the Taylor Grazing Act remains a most significant piece of legislation guiding the management of livestock grazing and other uses on the public lands.

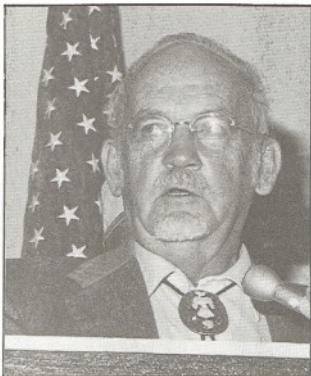
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Joe Haslam, rancher from Jansan, Utah, remembers well the times prior to passage of the Taylor Grazing Act.



RANGE MANAGEMENT FROM 1934 TO 1984

by
Harold F. Heady

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He helped form the Society for Range Management in 1947 and served as its first Secretary/Treasurer and its 33rd President. The Society has awarded him a Certificate of Merit, the grade of Fellow, and the Ranner Award.

Beginning in 1975 he organized the First International Rangeland Congress and was its President in 1978.

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ABSTRACT

Range management teaching, research, and application have changed during the fifty years of the Bureau of Land Management [BLM] and in no small part due to the land stewardship authorized and demanded by the Taylor Grazing Act. Briefly examined are major changes that have occurred in range resources inventories; attitudes towards palatability, selectivity, and effects of defoliation; the

great expansion in the use of seasonal grazing systems; physical range improvements; range condition and trend; and recognition of the value of monitoring.

* * * *

If one were to examine the outline of any basic range management course in a university as it was given in 1934 and again in 1984, the subject areas would be much the same. A closer look at the material actually presented gives a different view and one that indicates great change. My purpose is to examine some of these changes. It would seem appropriate to emphasize BLM in this context, but that is like giving one leg of a stool more importance than the others. BLM, as an agency of practical application, is a major part of one of those legs. The research and teaching parts of range management are the other major supports of range management. It takes all three to make professional progress..

An appropriate beginning into examining the trends in range management is the subject of range resources inventory. About 1934 the original range reconnaissance survey was improved a bit by forcing estimators of density to look at plots rather than whole landscapes. That was before aerial photographs had wide usage, and the surveyor drew his own maps from judgment and pacing on the ground. Of special interest and progress, the peculiar definition of plant density and such terms as forage acre

and forage acres factor passed into antiquity along with the reconnaissance survey after World War II.

The next peak in range resources inventories came in the 70's when public land agencies spent a high proportion of their budgets on preparing Environmental Impact Statements [EIS's]. Sophisticated aerial photos resulted in accurate mapping, but the ground truth is not greatly improved over that of the 1930's. The earlier surveys aimed at calculating carrying capacity, or better, grazing capacity, and so did the EIS surveys. There still is no perfect procedure to calculate grazing capacity without reference to years of experience with stocking rates. This dissatisfaction has resulted in much argument and trial with different inventory procedures. Some inventory techniques attempted to measure all aspects of natural resources, collected mountains of data, and fell of their own complexity. Currently, monitoring of resources is the primary thrust, and more will be said later about it.

Another subject that warrants scrutiny is that of palatability, animal preference, selectivity, and the effects of defoliation. Palatability ratings, which were used in the reconnaissance surveys, have not continued their way into recent usage, and research is not giving them much attention. As with so many items in the measurement, understanding, and use of range resources, these important concepts have a complexity of interaction that defies establishment of infallible guidelines for management. Selectivity is observed, and the preference for one forage over another can be measured; but the importance of forage selection in animal diets and in vegetational responses to grazing is little understood. A few years ago one of our senior range professionals wrote a paper on the influence of selectivity on vegetational change. He did not find much material and resorted to the relation of selectivity to food habits in order to complete his assigned paper. That is still the situation. Animals selectively defoliate as they graze so let us examine the effects of defoliation.

In the 1930's a common belief was that too early grazing was the most damaging of grazing in any season. Then Larry Stoddard showed that early use was not so bad on the highly sensitive bluebunch wheatgrass if a period of non-grazing in the growing season followed the early use. If plants could regrow, they would, and vigor would be maintained. The principle, or even law at that time, told us that total available carbohydrates [TAC] in storage from the previous growing season was the key and that any use of TAC too early led to death of the plant. That belief is still around, but recent work suggests that new leaves of grasses take over manufacture of their own food needs almost as soon as they show green. That is a matter of days, not

weeks, after defoliation. It could be that the food storage principles of 50 years ago are becoming sacred cows. Certainly, grass morphology in relation to defoliation needs careful study. Undetected stimuli might be key factors. The subject of TAC manufacture, transfer, storage, and use by plants has come a long way in 50 years, but perhaps 50 more will be needed to get the answers that we need for scientific management. Whatever the unknowns, BLM and all of us still have to manage rangelands.

Rangeland improvements is a subject where great changes have occurred in 50 years. Managers in the 30's were concerned with water development, control of erosion, fencing, proper use, seeding, and poisonous plants. Some good rainfall years after 1958 and some problems with erosion control structures resulted in a change of emphasis toward more plant cover and fewer concrete or physical barriers. Following gradual reduction in stocking rates on public lands, the problems of poisonous plants decreased. Most striking of all, the discovery and use of herbicides on brush and other undesirable plants resulted in widespread spraying and seeding projects. Then the environmental dam broke in the 60's, and the use of herbicides is now all but eliminated. Prescribed burning increased in popularity. Seeding of rangeland goes on, but rehabilitation of mine spoil wasn't recognized as a need in the 1930's. Teaching and research have followed more than led these trends. In addition to the development of new cultivars for seeding, large numbers of native shrub and forb species are appearing in range seeding mixtures. As the requirements of numerous wild animal species are incorporated into management, it will further tailor range improvement practices if we can ever decide what we want in the ongoing negotiations between the private and public use of rangelands. To illustrate, no more than a few years ago perhaps all but one person reacted in horror to the suggestion that sagebrush and rubber rabbitbrush be included in the seed mixture to follow a wildfire in sagebrush. Now just some of us react in horror.

One of the most interesting series of changes has occurred in the study and application of grazing systems. From Smith in the late 1800's to Hormay in the 1950's, grazing systems were in the realm of research, and the results were inconclusive as to their ability to improve range and to increase livestock production. Hormay's work and the BLM changed all this, and Merrill added his system in Texas. Then Sevory added to the friction, feelings, and fire over grazing systems. This is not the place nor is there time to compare these systems. However, the widespread application by BLM of deferred-rotation, or maybe it was rest-rotation or even other systems, is an example of the highest

professionalism. The Vale District in southeastern Oregon is one of a number of District examples. By 1973 that district had established many acres of brush control and seedings, fences, water points, and over 150 large pastures, all in grazing systems, no two of which were alike. The main finding was that all pastures and systems did well. The principle is that success of a grazing system is due more to the manager than to the pasture grazing sequence. BLM has demonstrated that it can use high professional judgement in rangeland management. I believe that the display of that judgement will increase and that public rangelands are in good hands.

Surveys of the 1930's used 18 range types and, of course, divided them according to botanical composition and other factors at the judgement of the range surveyor. This, in my belief, was the beginning of the concept of range sites. The Soil Conservation Service gave primary emphasis to the range site concept as the unit of management and, hence, the unit of inventory. By the late 1950's and 1960's, other ideas of landscape units had developed of which the habitat type became the most widespread. However, the range site is the land unit used by the Soil Conservation Service, and in the last few years it has been used by the BLM. The manager's definition of range site is simply an area of land with similar landscape characteristics, production potential, and managerial specifications. Scientists and others have difficulty with the generality of the concept and keep striving for a more precise definition. In the meantime, the land must be inventoried and managed, and range site is an adequate concept for that purpose.

A brother of range site is range condition, and still another member of the family is range trend. Range condition is the current production in proportion to the potential production of the sites. Handouts at this conference give data that suggests a three-fold increase of excellent range, but only 1.5 to 5.0 percent between 1934 and 1984. Good condition has doubled to 31 percent, Fair condition is somewhat less at 42 percent, and Poor range is half as much in 1984 at 18 percent. These estimates show progress in range management by the BLM. It has been as great on other public lands, and private lands are doing as well. In terms of vegetative cover, forage and browse productivity, control of erosion, and diversity of suitable habitat for many animal species, the rangelands of the nation are in better condition than they have been in a century.

This improvement in range condition has come as a result of high professionalism by land owners and land users alike. It has come by the use of knowledge and common sense because the methodology for inventory is still being questioned and changed

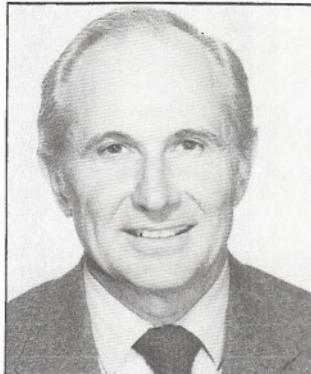
almost on an annual basis. If not that frequent, it seems to change with the party in power in Washington, D.C. Over the years many methods have been tried. Some have been inaccurate, others have been too expensive in time and work, and still others have collected so much data that no one knows how to use it so that the methods drowned in the files. Considering vegetation type by type, it is doubtful that many range managers can agree on what data to collect and in what degree of accuracy. Some university people are meeting in October just to examine a couple of vegetational parameters and their value for range inventory and monitoring.

From a managerial standpoint, range trend is probably the most important member of the trio [site, condition, trend]. It is the direction of vegetational change or change in range condition. Arguments rage on this subject, as illustrated by a day of papers at the Second International Rangeland Congress, during which numerous speakers claimed that climax did not exist; therefore, range condition based on climax was invalid. Also, range trend based on plant succession might occur, but its irregularities, due to environmental unpredictables, made trend of little meaning. There is to be another examination of this subject at the AIES meeting in August of 1984. While it is difficult to show plant succession with data and, so far, impossible to prove climax, except by one's own definition, two points should be kept in mind by the land manager. They are as follows: the purpose is evaluation for land management and not to prove succession and climax. These concepts are used, and the best data on them will be used, as furnished by the scientist. The second point is that no better scheme has come along. Until it does, range sites, condition, and trend are the most workable concepts available.

Perhaps the most frustrating aspect of range evaluation is now called monitoring. It is the collection of data that measures changes of rangeland characteristics. Over the last 50 years many attempts at monitoring have been made, but only recently has the word come into prominence. In the 1920's hundreds of exclosures were constructed on public lands, but most were lost or abandoned within a few years. After World War II, many Parker three-step transects were established, and a few produced valuable data. Now the BLM has again established numerous transects, and one wonders about their fate. Almost everyone agrees that the value of repeated measurement on the same plots by the same methods is valuable, but the track record for getting good answers is poor because personnel change, sampling methods change, and, most important, the data are inappropriate or uninterpretable. Much lies ahead in this part of range management.

PROGRESS AND PROBLEMS, 1934-1984, IN
IMPROVEMENT OF WILDLIFE HABITAT

by
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Frederic H. Wagner received his B.S. degree in biology from Southern Methodist University and his M.S. and Ph.D. degrees in wildlife management and biology from University of Wisconsin. His major professional interests are in ecology and management of natural resources, especially animal populations; ecology of arid lands.

Present appointment and affiliations include: Associate Dean of College of Natural Resources, Director of Ecology Center, Professor of Fisheries and Wildlife at Utah State University; American Chairman, Protection of Arid Ecosystems Project of the Joint US-USSR Agreement on Environmental Protection; Member of Grazing Lands (Theme 3) Secretariat of U.S./U.N.E.S.C.O. Man and Biosphere Program.

Relevant prior appointments and commitments are as follows: Chairman, National Academy of Sciences Committee on Wild and Free-Roaming Horses and Burros; Director of Desert Biome Project of U.S. International Biological Program, including Direction of Tunisian Pre-Saharan Project; member, Council on Environmental Quality Committee on Predator Control; member, National Research Council Committee on Biology of Pest Species; Research biologist, Wisconsin Conservation Department.

ABSTRACT

During the years 1943-1981, resource-management policy in Bureau of Land Management (BLM) emerged from a period of nearly sole emphasis on livestock

grezing to a multiple-use program directed by an increasingly professional staff. The result was improvement in such renewable resources as range vegetation and wildlife.

From 1982-1984, policies have reversed with (1) reduction in renewable-resource-management funds and manpower while minerals and energy have grown, (2) a shift of management responsibilities from BLM to the land users, and (3) an attitudinal tilt toward commodity uses and hardening attitude toward noncommodity uses. The result appears to be declining monitoring and management of renewable resources, inadvertent or inadverted lack of enforcement of the regulations applied to commodity users, and extremely low morale among the renewable resources professional staff.

* * *

INTRODUCTION

The theme of this conference directs my comments to the improvement of wildlife habitat on the public lands and, consequently, to wildlife habitat improvement in the Bureau of Land Management [BLM]. I have chosen not to emphasize the biological aspects of this topic: such questions as how many acres of land have been seeded to crested wheatgrass and whether or not this and other forms of type conversion are favorable or unfavorable for deer, pronghorn, sage grouse, songbirds, or raptors.

There is now a large literature on these subjects and several recent reviews and summaries (Wagner 1978 and 1983a; Autenrieth et al. 1983; Ferguson and Ferguson 1983; Longhurst et al. 1983; Oakleaf et al. 1983; Urness 1983). I don't see that replicating the same bones in slightly different configurations would be very useful at this point.

Instead, I have chosen to dwell more on matters of policy. Policy decisions reflect organizational priorities and are the well-spring from which operational programs gain or lose their momentum. One can often get a quicker and more synoptic sense of how some land-management program is faring by considering the relevant policy decisions than by plowing through a large mass of statistics on acreages treated or watering areas constructed.

I also want to discuss BLM policy regarding management of resources other than wildlife habitat. Natural resources exist on the land in interrelated resource systems, and decisions affecting any one inevitably affect the others. Livestock grazing has been the most pervasive human influence on western U.S. ecosystems and has inevitably affected wildlife habitat, in some cases favorably, in some cases unfavorably. No one can meaningfully discuss wildlife-habitat policy for the public domain without including a discussion of grazing and range-management policy.

More fundamentally, the wildlife manager has to have a concern for proper range management aside from the issue of competition between livestock and wildlife. Wildlife depends on the basic resources of soil, water, and vegetation. These must be maintained in a healthy condition if there is to be any potential for wildlife at all. For many species, good range management can be good wildlife management.

Some consideration also needs to be given to minerals and mining policy. The area of land and amount of wildlife habitat directly affected by mining activities is much smaller than in the case of grazing, but one could argue that an organization's policies exist in an abstract policy system, in many ways analogous to the interrelated systems in which the actual resources occur. Decisions on mining and minerals can and, as we shall see, do affect decisions on other resources.

Finally, I wish to treat this subject in a historical framework. The plight of wildlife habitat has waxed and waned during the history of the public lands. It is instructive to look at these changes over time.

The views and information that follow are based on review of documents and publications plus interviews with a large number of officials from state fish and game departments, BLM, and private wildlife

organizations in eight western states and Washington, D.C.

1943-1975: AN EMERGING PROGRAM

There was little or no wildlife habitat policy for the public-domain lands in the first decade or following passage of the Taylor Grazing Act. The Act did mention wildlife, which in part planted the seed for a nascent wildlife program later on, but several authors have chronicled the compromises Secretary Ickes made in order to get its passage and retain the public domain in the Department of Interior, rather than lose it to the Forest Service. The Secretary's deliberately low estimate of the cost of administering the lands assured a weak, underfunded Grazing Service dominated by the now Grazing Advisory Boards. As a result, one pair of policy analysts conclude:

The lands, their use and management, were viewed exclusively in terms of the domestic livestock industry. The public domain became grazing districts, and public domain issues became grazing issues because no other uses and no other issues were raised. (Dana and Fairfax 1980)

Nevertheless, wildlife concerns began to emerge in the 1950's following formation of the BLM in 1946. Even though the Bureau continued to be dominated by the livestock and growing mining industries (Dana and Fairfax 1980), the first western state biologist was appointed in 1961 and every western state had one or more by the end of the 1960's.

In Fiscal Year (FY) 1973, the Bureau had its first line budgetary item for wildlife [Fig. 1]. It seems noteworthy that the \$3 million appropriated was nearly half the amount budgeted for Grazing Management in that same year. This amount nearly doubled in the following three years.

1976-1981: A MATURING PROGRAM

The latter 1970's and beginning of the 80's saw tremendous growth of a wildlife program in the BLM. Opinions vary as to the specific stimuli that drove this development. One BLM official is convinced that it was the Natural Resources Defense Council (NRDC) vs. Morton suit in 1974 which alerted the Bureau to the need for considering all environmental components in the plethora of Environmental Impact Statements (EIS's) that it was now required to write. Others suggest that it was the multiple-use mandate of the Federal Land Policy and Management Act (FLPMA) in 1976 that provided the incentive.

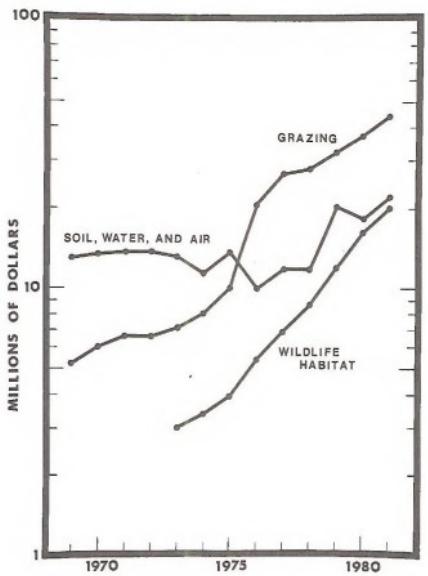


Fig. 1. Budget trends in BLM renewable-resources programs, 1969-1981. The amounts shown include the administrative costs within the programs. Administrative budgets were separately appropriated after 1981.

Appeal to the funding trends does not clarify the issue. The Grazing Management budget was more than doubled in FY 1978 (Fig. 1) while the Wildlife Habitat Budget increased by more than a third. This may have reflected a mood in the Congress that also passed FLPMA in that year, but the Soil, Water, and Air Budget was not increased until 1979 following a decade of essentially level funding.

Quite possibly these changes arose out of a broader and more pervasive climate that also led to the NRDC suit and passage of FLPMA; namely, the social climate of the 1980's and 1970's. The public had become more environmentally concerned, more outdoors minded, more enlightened to the nation's dependency on its natural resources, and awakened to its ownership of a large, public estate.

Congress provided further impetus in 1978 with passage of the Public Rangelands Improvement Act (PRIA). The Act authorized substantially increased funding through 1989 for range improvements in a

multiple-use, sustained-yield mode. A substantial portion of that funding was explicitly mandated for increase in professional personnel.

Whatever the causation, a wildlife program flowered in a maturing, increasingly professional, multiple-use agency. By the late 1970's, roughly 400 personnel were committed to wildlife programs in the BLM. In 1975 the Snake River Birds of Prey Area was established in Idaho and increased in size in early 1981 over the protests of some groups. The California Desert Conservation Area Plan (USDI 1980) was completed in 1980 with strong consideration for Native American, wildlife, vegetation, wilderness, wild horse and burro, and recreation "elements" as well as the traditional commodity uses. Wildlife now had a serious voice in the Bureau's numerous planning procedures: The Environmental Impact Statements (EIS's), the Habitat Management Plans, the Experimental Stewardship Program, the Coordinated Resource Management Plans, etc.

All was not yet well in the eyes of some observers. The Wildlife Management Institute's 1980 evaluation of BLM's wildlife programs concluded that "BLM's mission and responsibilities for fish and wildlife habitat are poorly perceived in the agency..." and that "...grazing is the activity that is driving the organization...." (W.M.I. 1981) The Budget differentials do not imply the equal attention to all resources which Coggins [1983] contends is the Congressional intent of multiple-use policy.

However, I choose at this point to emphasize how full the glass was rather than how empty. The trend was upward and in the direction of a multiple-use posture. Just as one best judges the appropriateness of a management program by the trend in range vegetation rather than its condition, so BLM must be judged as having had the program on a positive trend.

I think the trends in the resources have shown the results. My colleagues and I at Utah State University are on record as having seen improvement in the public ranges [Box et al. 1978], especially in Utah [Clark and Wagner 1984]. Several officials in the Nevada Department of Wildlife see a similar trend in the ranges of that preminently public-domain state [R. McDowell, W.A. Molini, G. Tsukamoto, Pers. Comm.]. A number of wildlife species also show population responses. Pronghorn populations in the Great Basin showed strong increases between 1984 and 1982 [Urness 1983]. Those same Nevada officials see increases in bighorn sheep as have Idaho BLM officials in their state [Whitlock and Woodward 1984].

These trends may not have been universal. BLM and state officials have told me that ranges and wildlife populations have not improved in some parts of California and Arizona, but with the arrival of

the 1980's, the trends were certainly positive over much of the West. The resources were responding to the management programs applied by the Bureau in the 1960's and 1970's. The agency's efforts were producing results.

1982-1984: DIVESTITURE OF RESPONSIBILITY

Now this conference is a celebration, and celebrations should emphasize the positive and the festive. However, my assignment is "Progress and Problems." I have to tell it like it is, and I see some problems. I have to interject some discord.

The year 1981 was a watershed year. Since then administrative trends have reversed as a result of shifting priorities toward commodity uses, especially energy and minerals, and away from the management of renewable resources. There are three manifestations of these changes.

The first is a shift in program resources. Just as the budget trends up to 1981 showed intent and growth, so the budgeting since 1981 reflects policy deemphasizes and decline in renewable-resources management. The total Bureau operating budget did not change significantly between 1981 and 1984, but expenditures for energy and minerals increased sharply and clearly at the expense of renewable-resources management [Fig. 2]. During this period the Range Management Budget was reduced by 13 percent; Soil, Water, and Air Budget, by 9; and Wildlife Habitat Budget, by 18.

Moreover, these figures do not reflect the agency's full intent. It has recommended to Congress budget cuts in wildlife that would have resulted in a one-third reduction between 1981 and 1984. Only because of Congress's refusal to go along were the wildlife cuts held to 18 percent. Furthermore, recommendations for additional reductions have gone forward to Congress for FY 85.

All of the renewable-resources budgets have fared the same. Reductions have been sustained in Forest Management, Range Improvements, Wilderness Management, and Recreational Management as well as those shown in Figure 2.

Budget reductions have been paralleled by manpower declines. The nearly 400 individuals assigned to wildlife work by the early 1980's have dropped below 300 in FY 84, and a further reduction to 270 is proposed for FY 85. Expressed in terms of person months, the 1981-84 reduction is 25 percent, and the FY 85 proposal would take the personnel level down to 37 percent below that for 1981 [Fig. 3]. The reductions have been proportionately heavier in the professional grades than among technician and clerical positions.

The other renewable-resources programs are faring similarly. The proposed manpower cut in

Range Management for FY 85 alone is 85 individuals, according to The Wildlife Society testimony before Congress questioning the wisdom of such reductions [Frenklak 1984]. Soil, Water, and Air Management is also slated for sizeable reductions in force.

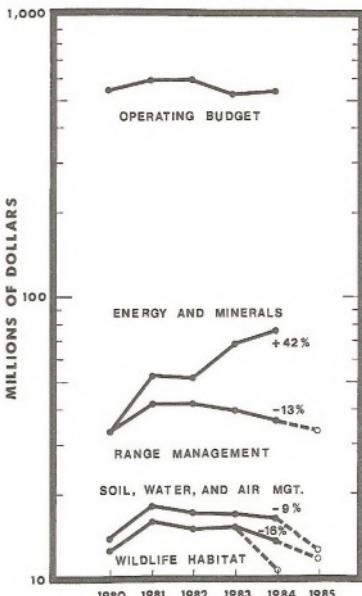


Fig. 2. Budget trends in BLM, 1980-1984, and proposed for FY 1985. The 1980 and 1981 values are the amounts originally appropriated minus the estimated administrative costs; the 1982-85 values do not include administrative costs. The energy and minerals values do not include the offshore Energy budgets, but the 1983 increase was due in part to inclusion of the onshore Minerals Management Service budget. The lower 1984 wildlife value was recommended by BLM; the higher value, appropriated by Congress. The percentages represent the changes between 1981 and 1984.

It is only beginning to be clear what the effect of these program deemphasizes will have on the field operations of an agency that, throughout its history, has been chronically underfunded and undermanned for the magnitude of its responsibilities. Bureau employees are becoming increasingly concerned over the shortage of time and manpower for their monitoring activities, something they see as

particularly important in assessing the results of the newer management programs. One official told me that the wildlife monitoring program in his state is simply grinding to a halt. The Wildlife Society has also expressed concern over this problem in its Congressional testimony [Franklin 1984].

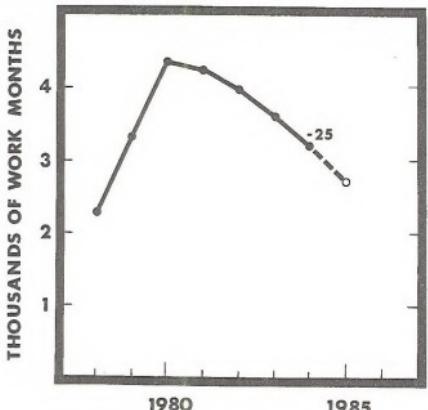


Fig. 3. Personnel trends in the BLM wildlife program, 1978-1984 and proposed for FY 1985. The percentage is the reduction between 1981 and 1984.

The people with whom I have spoken are also concerned with the shortage of manpower for patrolling and enforcement. Particularly in California, with its complex pressures on the public land, off-road vehicle (ORV) and mining activities are not adequately checked, and laws and restrictions governing them are not being enforced, according to BLM employees with whom I have had contact.

One area in which economies have clearly produced results contrary to program objectives and will end up costing more than the originally reduced budgets is wild horse and burro management. Up to 1982, the agency was rounding up 9,000-10,000 animals a year, enough to reduce herd size, and adoption demand was more than adequate to dispose of all of them [Fig. 4]. In 1982, the program budget was cut and the adoption fee on horses was nearly tripled to reduce program costs further. The new fees reduced adoption demand by half, and now BLM suddenly has 2,000-3,000 unadopted animals on its hands which must be fed at an annual cost of around \$2 million dollars. This cost, in turn, uses up nearly half of the reduced budget and leaves insufficient funds to round up enough animals to prevent herd increase.

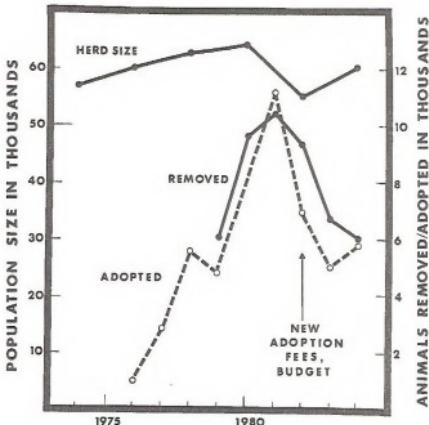


Fig. 4. Number of wild horses and burros removed and adopted from, and total number of animals on, the public lands of the 11 western states, 1974-1984.

Now, even with belatedly though not fully reduced adoption fees, the momentum of the program is off. Only 5,000-6,000 animals can be rounded up each year, and horse and burro herds are once again on the increase. What was a smoothly operating program [Wagner 1983b] has been derailed, and it will take substantially increased funding to get it back on track.

A second manifestation of the new orientation in BLM is a policy of shifting management responsibilities, which it formerly assumed, over to other groups and organizations. The most visible action in this regard is the new Cooperative Management Agreements (CMA's) that are entered into between BLM and livestock operators [Burford 1983]. These agreements ask the operators themselves to engage in rangeland improvements on public land, in exchange for which they are given considerable flexibility to modify their grazing practices at their initiative. According to one Bureau official, the operator may, at his discretion, change his stocking rates as much as 20-25 percent, and season of use may be altered up to year-round grazing [Neil Morck as quoted in Leftwich 1983].

Wildlife groups have expressed concern about the CMA's on several grounds. One is that when grazing-management practices are placed in the hands

of livestock operators, some may ignore the welfare of wildlife populations. It is true that the Director's first policy statement on the program [Burford 1983] stated that the objectives of a CMA "may include" improvement of fish and wildlife habitat, but a later statement by a Deputy Director makes it clear that this is not mandatory [Neil Morck as quoted in Leftwich 1983]. The CMA is an agreement between a livestock operator and the Bureau. One grazing advisory board looks favorably on the rancher writing his own grazing plan and monitoring design [Remey 1984]. It is for these reasons that one western fish and game department director feels that wildlife interests do not have a voice in formulating objectives of the CMA's comparable to their input into the Experimental Stewardship Programs, the Habitat Management Plans, and the Coordinated Resources Management Plans.

The CMA policy is not restricted to grazing agreements alone. State and private wildlife and recreation groups have also been asked to enter into agreements which would have them conducting management on public lands [Burford 1984a,b].

Less visible and discussed than the CMA's, but potentially more pervasive, are the proposed new agreements for maintaining range improvements [Burford 1982]. In the past, the Bureau has maintained such physical improvements as fences, gates, and water developments. The new policy will "...require parties deriving direct and significant benefits from rangeland improvements to be responsible for maintaining the improvements in usable condition..." and further that funds received from grazing permits "...shall not be used for maintenance of rangeland improvements after FY 1984..." [Burford 1982].

One Bureau wildlife biologist observes that the primary concern will once again be the consideration which livestock operators will give to wildlife. He believes, as an example, that the probability is increased that watering devices could be shut off in fall when livestock are removed but when wildlife still have a need for the water.

The third manifestation of the changes in the Bureau affecting wildlife-habitat management as well as the other renewable resources is what appear to be attitudinal changes within the agency. These are more difficult to document than the shifts in resources and transfer of responsibility because the information comes, substantially, from verbal accounts of people within the Bureau who ask not to be quoted. For these reasons I have been ambivalent about commenting on them, but I have encountered the views widely within the agency, and it is these insiders who would be more sensitive to them than those of us on the outside. Furthermore, they are in keeping with the explicit policy changes. The

views are too widespread, and the potential effects on natural resources too great, to permit me to ignore the matter.

The basic changes are a tilt toward the commodity uses and hardening attitudes on noncommodity resources. California-BLM people are particularly exercised over the agency's relaxation of environmental precautions in connection with mining activities, failure to police mining abuses, and laxity on surface reclamation. One indication of the Agency's strong tilt toward energy and mining is shown by the "major accomplishments" listed in the Program Overview of its FY 83 annual report [USDI 1984]. Of the 21 accomplishments listed, 12 explicitly mention energy and mineral matters. Four deal with land exchange or disposal, two with livestock grazing, and one with timber sales. Not a single one mentions wildlife, threatened and endangered species, archaeological sites, or wilderness. Evidently the accomplishments in these areas are not considered "major" in this supposedly multiple-use agency.

The same California employees with whom I have spoken charge that the organization now gives in too easily to the demands of the ORV groups, in some cases permitting them to extend their use into Areas of Critical Environmental Concern. In the words of one biologist, "...the California Desert Conservation Area Plan is being amended away."

BLM employees in two states have told me that the agency ignores cases of livestock trespass. This, along with the budget and personnel reductions in Range Management and Range Improvements, indicates the tilt toward the use of the range resource and away from its management.

The hardening of attitudes on noncommodity resources surfaces in a number of ways. Again in California, some grazing allotments are being extended into areas of sensitive wildlife habitat. In the same state, one person told me that wildlife sections in EIS's are being written by range conservationists without involving the wildlife specialists in the same office.

In a number of cases, the Bureau appears to be turning away from its responsibilities for sensitive habitat types. One biologist told me that "Areas of Critical Environmental Concern are waived away with a stroke of the pen." Two other people in widely separated Bureau offices have told me of hearing agency officials state that they would like to disavow responsibility for aquatic or riparian habitat despite the fact that this type is officially ranked second on the list of wildlife priorities. According to one individual, previously prepared manuals on aquatic areas have been removed from use and replaced with ones that place lesser demands on the organization. Another person has pointed out to me that aquatic biologists have been hit especially

hard by the personnel reductions. In the recent past there was one in each state office. Now these are largely gone.

Let us concede that resource uses compete with each other and that trade-offs must be made. Some of these complaints may well come from ambittered botanists, zoologists, or wildlife specialists whose pet resources had to be traded off. Some may arise from personality clashes which, of course, occur. Let us also emphasize that many Bureau personnel have not undergone these attitudinal changes and remain sincerely committed to the multiple-use mission of the organization.

Even with these discounts allowed, the concerns expressed above are too widespread, and go too far beyond mere resource trade-offs, to be dismissed. One veteran Bureau official told me that he had never seen morale lower among those in the agency assigned to work with the noncommodity resources. Even among those in the range-management programs, there is widespread concern on the part of many individuals over the emphasis on renewable resources.

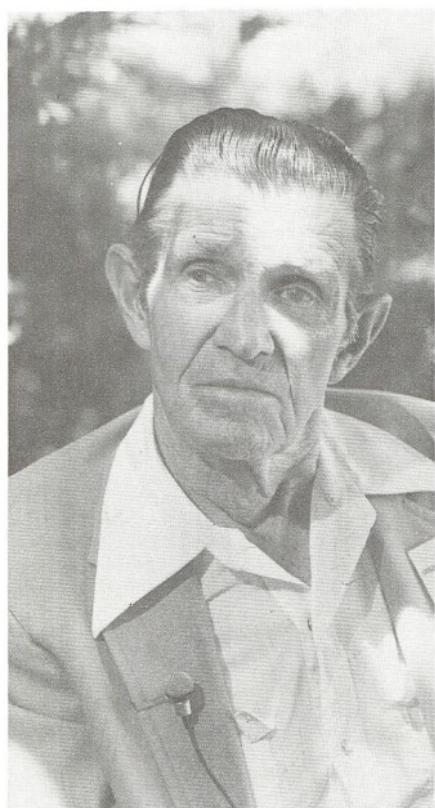
The totality of selective budget and personnel reductions, the tilt toward commodity uses, and the hardening attitudes toward noncommodity resources add up to a turn away from the balanced multiple-use management which Congress intended in FLPMA and PRIA. It is a long step back toward the day when BLM was dominated by the commodity interests and did little to manage renewable resources for sustained yield. It seems anachronistic at a time when populations are increasing in the western states and noncommodity demands on the public lands will grow.

My criticism is not of BLM itself, but of the policy changes in the last three years. There is no wisdom in dismantling the edifice that took 47 years to build. At risk are the renewable natural resources on one-fourth the area of the 11 western states and over 10 percent of the area of the United States.

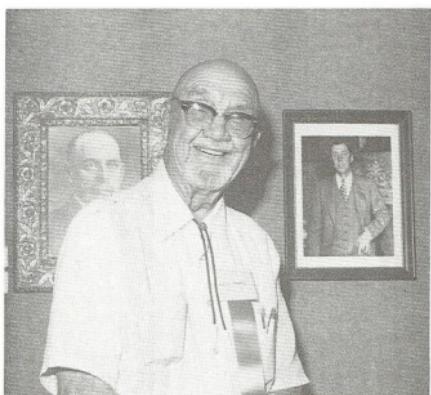
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Long-term contributors to proper range management in the West include conference participants Leonard Horn, Fred Dressler, and Huling Ussery.



PERSPECTIVE: IN ENHANCEMENT OF OTHER PUBLIC LAND VALUES

by
Robert K. Turner



Robert K. Turner is Regional Vice President of the National Audubon Society, having served in that position since 1970 [including nine summers as Director of the Audubon Camp in the West]. He received an M.S. degree in civil engineering from Sacramento State University; a Bachelor's degree in mechanical engineering from Purdue University.

Prior positions held includes Senior Engineer/Combustion Dynamics for Aerojet - General Aerospace Division, Sacramento, California (1963-70); Design Engineer, General Electric Company, Valley Forge Space Center, Pennsylvania (1960-63).

Related experience encompasses: Seven years on Colorado Mined Land Reclamation Board (1976-83); Member, U.S. Department of the Interior Predator Advisory Task Force (1978); Board Member, ACCORD (formerly the Rocky Mountain Center for Environmental Problem Solving) since 1978; Past Chairman, Colorado Nongame Wildlife Advisory Board (1973-82).

Special fields of interest for Bob Turner include public lands, mined land reclamation, hydrology, energy resources, and wildlife. He has conducted lectures at several universities on these topics.

ABSTRACT

This paper is a perspective on a national conservation organization, i.e., the National

Audubon Society, regarding the history, growth, and present and future directions of grazing on the public lands since the passage of the Taylor Grazing Act.

The importance of cooperative management [including stewardship], an expanded public lands user fee, reasonable wildlife budgets, and long range planning are elaborated upon.

Dominant and multiple use, including the concept of the Tragedy of the Commons, are discussed.

The Audubon Society's involvement over fifteen years and, lastly, future trends are discussed in this talk.

* * * *

This is indeed an important celebration, and the National Audubon Society is honored to be a part of this event. The hallmark of the Bureau's management mandate is the Taylor Grazing Act with FLPMA, and PRIA, updating but not really changing the basic purpose of assuring sound rangeland practices.

The Audubon Society, like many sister organizations, has experienced explosive membership growth during the 1970's/early 80's, increasing from less than 100,000 to over 500,000. This growth has been even more dramatic in the West, increasing by some 800%. Audubon's 500+ chapters, representing over

70 % our total membership, form the grassroots strength. They are in the trenches living, working, and often times becoming an integral part of the decisions made, especially in areas where the prevalence of natural resources dictates the local economy [i.e., much of the West].

Wise rangeland management is one of the most important natural resource efforts we can participate in and direct our attention to. It is absolutely essential for the health of the western lands and their economies.

Rangeland enhancement is as much a challenge today as it was 50 years ago. The term is scientifically complex, as we all know, but, perhaps equally important, has vast political and sociological consequences. One example is the endless debate on grazing fees which is not meant in a derogatory sense but rather in an evolutionary manner. The formula for a fee will, no doubt, continue to reflect those critical parameters germane to a "present" situation. To briefly sermonize, hopefully they will be established using the criteria of "improving" the rangeland by making it more productive for both livestock and wildlife.

Journalist Nyberg's article in yesterday's business section of the DENVER POST was especially enlightening in that he said that Taylor, at his death, considered this his most important contribution as a congressman. The fact that the issue, i.e., rangeland management, is often on the front burner attests to its importance.

It is only fitting that we return to Western Colorado - Grand Junction - Taylor's home and also a typical and traditional area where a variety of public land uses take place and formulate the economy - and are everchanging. Consider, for example, the oil shale industry cycles or mining in general.

The Taylor Act, which I reread again before preparing my talk, is as dynamic today as it was in 1934. Hats off to Congressman Taylor!

It is encouraging, too, to see at this meeting a reconvening of a multitude of public land interest groups. Bureau of Land Management (BLM) Director Bob Burford, Dave Tidwell, Deen Bibles (Arizona BLM), and Frank Gregg (University of Arizona) brought us back together this April.

My talk is going to focus on four primary topics: [1] Cooperative management, [2] A public land user fee, [3] Needs of wildlife, and [4] Long range, future planning.

Future trends, a theme or, better yet, major question asked by this conference, surely will show today many more user groups on the nation's rangelands than historically took place. This leads to a tough question! Really the tough question:

"Who gets what, when, and how?" or, more eloquently, "How are the foreign resources allocated?"

The Dominant vs. Multiple Use bugaboo. There are obviously areas where only one dominant user can be accommodated or tolerated. I believe we will be in the situation where a variety of users will have to cooperate. That means birders and hunters closing livestock gates, riparian zones with grazing exclosures to permit vegetative diversity to reestablish, mining where valuable ore bodies exist but with reclamation so that domestic animals and wildlife can return to the site, making it again productive, e.g., the Energy Fuels Co. returning their lands to beef from coal in five years.

Dominant use carried to the extreme is socio-logically unhealthy in that it leads to antagonisms, destroyed property, no trespassing signs, and attempted closures of public lands. The list of enmities becomes endless.

Likewise, multiple use carried to the extreme leads to the analogy of the Tragedy of the Commons, made famous through Garrett Hardin's insight.

The leaves the people assembled here, in BLM and state lands offices, sportsmen groups, hunters, etc. in the necessary position of balancing between dominant and multiple use.

Cooperative management is the only way to give the rangeland resources a fair shake in a growing, complex society. It is important that we reaffirm our commitment towards this goal less we may lose by default.

Cooperation, coordination, and communication are three activities that are essential.

Another essential ingredient is that bona fide users of the public lands be at the "bargaining table" both to speak and, equally important, listen to the other person's concerns.

Successes to date which have involved the National Audubon Society are as follows:

1. Snake River Birds of Prey Natural Area which, incidentally, lead to the recently dedicated World Raptor Center (\$1/2 million complex near Boise, Idaho).
2. Arizona's Salt/Verde Rivers grazing exclosures agreement forged by John Olson of the Arizona Cattlemen's Association.
3. Sefford, Arizona - Site Box, Interdisciplinary team.
4. Burros in Grand Canyon or, rather, "out of" Grand Canyon.
5. East Pioneers Stewardship area in Montana.

6. Audubon's Research Ranch - over 50 studies taking place on 8,000 acres, Earthwatch Programs. Since 1987.

Trends are changing dramatically. Over \$1 billion in recreational dollars is spent on BLM lands annually, largely for wildlife. Yet only \$10/11 million is plowed back. [Dr. Frederic Wegner just carefully covered this with his excellent graphs and data.] Consequently, I will not belittle this inequality.

Audubon is a strong proponent of financing wildlife programs with a Public Land User Fee, say analogous to Golden Eagle Passport. Recently the U.S. Forest Service introduced a \$25 general user fee (or passport) which, though rejected by Congress, has certainly gotten state and federal land managers talking.

A variety of other revenue producing options are being explored, including income tax check-offs, excise taxes, voluntary stamps, vehicle title transfer taxes, to name but a few.

Communication also means that in addition to traditional users, another voice must be brought to the bargaining table: the "recreationist."

Another growing trend is the recognition by more and more Americans that the public lands belong to everyone. We in the West have the privilege of being close to the lands and also a greater responsibility of stewardship. Nonetheless, each citizen can have the pride of public land ownership even if that only means a five-day visit to Yellowstone National Park once in a lifetime.

Skiing, hunting, and fishing are now close to making mining Colorado's fourth largest industry. Presently, it is agriculture, manufacturing, mining, and tourism - each over a billion dollars in 1983 in that order.

I strongly believe that there are ample grazing resources to "go around" if it is managed cooperatively and correctly.

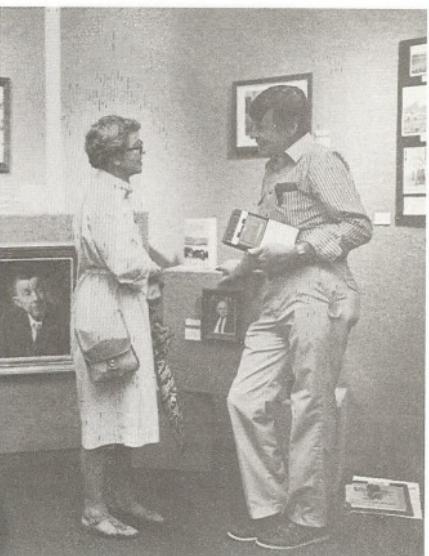
Still another essential ingredient is long range planning. Public lands must be managed for not only economic purposes but also from an ecological (biological) standpoint as well as a sociological one. Stability, analogous to a "three-legged milking stool," is thus better achieved.

It is essential that there are good federal/state laws. Though not perfect, I feel we all generally agree that the Public Land Laws now on the books give a sound framework. What is needed is commitment and financial support from Congress to back these legislative mandates, especially where a greater share of royalties would be plowed back into the resource bank itself via reseeding, watershed protection, wildlife enhancement, etc. There are solid investments for the future. Sodbutting

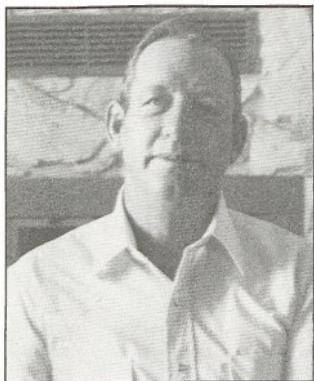
legislation is vital to protect fragile prairies now returning to their former tragic dust bowl years, to cite one of the more vivid examples.

Lend exchanges, properly done, are an important and growing land management tool. Project BOLD in Utah has Audubon's support - though lukewarm until the wildlife section is strengthened. Arizona BLM's leadership in this direction is pointing the way towards several innovative exchanges, including surface and subsurface resources as well as considering the mix of ownership (federal, state, and private).

In summary, the three "C's" (Cooperation, Communication, and Coordination) will work if we make the effort to listen to each other's concerns. By adding a fourth "C" of Commitment, we can make a critical step forward: commitment to use the public lands wisely so they remain a lasting heritage.



Between sessions, a display room of photographs, documents, and other memorabilia interested conference participants. Rosemond C. Gericke, daughter of Ferry Carpenter, talks with participant Mark Bearweld.



THE STATE OF RANGE MANAGEMENT - 1984

by
Duane Blake

Duane Blake was born in St. George, Utah, in 1931, graduated from Dixie High School in St. George, and married Darlene Turner in 1949. They are the parents of three sons and two daughters.

A third generation rancher on the Arizona Strip, Blake's ranching operation includes both public and private lands with the public lands supporting 350 cattle in winter and spring and 200 cattle in the summer. The remaining 150 cattle summer on Kolob Mountain in southwestern Utah. The cow herd has a straight Hereford base with some Brangus cross-breeding taking place.

Duane has been a member of the Arizona Strip District Grazing Advisory Board for 10 years, serving as Chairman for the past 4 years.

ABSTRACT

As a rancher for 29 years on the Arizona Strip, I have observed many changes in range management under the Taylor Grazing Act. Some of the changes from the early years of the Act to the current state of range management are as follows:

1. The cost of AUM's (animal unit months) rose from 8 cents to \$2.36.
2. From ranchers doing all range improvement to the Bureau of Land Management being largely involved in range improvement.

3. From undermanagement to confrontational overmanagement and back to cooperation in grazing administration.
4. Intensive grazing management systems have evolved from rigid systems to systems with flexibility, which is necessary on the arid Arizona Strip.

The Taylor Grazing Act was born in an atmosphere of cooperation as was its implementation on the ground. Cooperation was the key to its success. Confrontational overmanagement in the 1970's almost undid the early accomplishments of the Act until the cooperative management attitude of the 1980's returned. Much remains to be done in range management. What remains can be accomplished through confrontation or cooperation. The choice is there.

* * * *

In addressing the topic of the state of range management as we are now in 1984, I feel a need to recall the past to make meaningful progress comparisons to the present.

As a rancher, my area of focus is very narrow in considering range management as a whole and will be relative to the Arizona Strip and the extreme southwest portion of Utah, of which I am most familiar.

In the 29 years since purchasing my father's ranch, I have seen many changes in the practices of range management and Bureau of Land Management (BLM) policy and direction. This covers a period of almost no BLM range management to the more intensive range management of today; from an 8-cent AUM grazing fee to a high of \$2.36 per AUM; from the rancher doing almost all improvement work under Section 4 permits to the present cooperative agreements with BLM doing much of the construction of range improvements and the rancher doing all normal maintenance; from a relaxed, flexible attitude of BLM to the almost dictatorial attitude of just a few years ago; from range management directed almost exclusively to livestock grazing to expanded management to meet all uses of the public land resources of today.

This 50th anniversary of the Taylor Grazing Act has not come about just by chance. It represents a determined effort by the BLM, ranchers, and others to stop injury to the public grazing lands and to stabilize the livestock industry and for other purposes.

We have made tremendous progress on the Arizona Strip in these areas. The Strip had an early history of overuse, and only after the enactment of the Taylor Grazing Act was this overuse brought under control to any degree.

In the year 1938 there were 385 licenses issued to graze 30,752 cattle, 140 horses, 147,992 sheep, and 10,235 goats. By the year 1939 there were only 203 licenses issued to graze 14,735 cattle, 620 horses, 104,082 sheep, and 3,035 goats on the Strip. In 1983 there were 194 licenses issued to graze 15,005 cattle, including a few ranch horses, in this same area. This demonstrates the quickness of overuse of the range resource was ended, and stability of livestock numbers came about. This was done by home rule and a cooperative attitude of most people involved.

The rancher's first real incentive to improve and develop the range came with the determination and fencing of allotment boundaries. He was no longer competing with other ranchers for a given amount of forage. This was the beginning and, yet, the most significant factor in good range management. The rancher had learned over the years that only when there is ample palatable and nutritious forage can optimum livestock production and reproduction occur.

The Arizona Strip is a harsh, arid land with very few natural waters. With this new incentive, the ranchers constructed reservoirs, drilled wells, and installed pipelines to greatly increase the grazing habitat for both livestock and wildlife. This is continuing to this day, with BLM now more involved financially, perhaps, than the rancher.

In 1975 the federal court ordered BLM to prepare environmental impact statements to address specific areas and identify particular grazing management programs, analyze environmental impacts, and prepare management alternatives.

The Hot Desert Environmental Impact Statement (EIS) in southern Utah was the first to be prepared in this area. The proposed action of this statement was met with immediate protest from the ranchers. The Utah office of the BLM seemed to be inflexible, with no apparent willingness to negotiate or use any latitude they may have had to reach a compromise. The issue was at a stalemate. The attitude of the BLM brought about the Hot Desert Legal action which was just one of several brought against BLM.

It was after these actions that BLM began to show a new direction, a new image, and two very important words began to appear in BLM publications, written policy, and regulations: consultation and cooperation. With this new direction, progress was made.

The environmental impact statements spelled out the goals of the grazing management programs. Promises were made of new improvements to implement the proposed grazing systems. Cooperative agreements were signed, some designating maintenance to the BLM. As good as those goals may be, they are dependent upon the proposed improvements while the proposed improvements are dependent upon the unreliable purse strings of Congress. With the pain of reduced funding, BLM promises are postponed or not realized and cooperative agreements are broken. This can only foster distrust in BLM and the government as a whole.

The ranchers are faced with the unknown factors of grazing systems, and some are hesitant to venture from the grazing practices they are using and are comfortable with.

The first grazing systems on the Strip were implemented with very little, if any, flexibility, making the rancher reluctant to participate. With Mother Nature being even more unreliable than Congress, it became apparent to BLM and the rancher that if grazing systems were going to work on the Strip, flexibility must be incorporated into the systems.

Grazing systems must be designed not only to meet the needs of forage plants but the needs of livestock as well. No grazing system will produce the desired results if the rancher does not understand the beliefs in the principles of the system and adjustments made with changing conditions.

We were blessed with a District Manager with a listening attitude and a commitment to make the grazing systems work. If changes were needed, changes would be made. With this attitude we have survived two environmental impact statements on the

Strip. Seventy-six Allotment Management Plans (AMP's) out of a total of 106 have been written with 54 of 106 grazing systems implemented.

The use of those two very important words—consultation and cooperation—have made it unnecessary for the Arizona Strip District Grazing Advisory Board to be called as arbiters on any of the AMP's and grazing systems that have been written and implemented to this date.

On the Strip we have also made progress in the area of wilderness. In a unique situation a group consisting of the Arizona Strip District Grazing Advisory Board, BLM, conservation groups, and Energy Fuels Nuclear, Inc. (a Danvers-based mining company), put together an Arizona Strip Wilderness Bill. Over a period of several months of negotiation and compromise, a bill that was agreeable to all parties was introduced by Congressman Stump of Arizona.

Environmental impact statements, allotment management plans, and grazing systems cannot be considered a panacea for the many problems associated with range management. There have been, and

continues to be, many problems within the framework of range management to be resolved. As the pressure from different user groups increases, so must management increase to solve, or at least mitigate, the problems of overuse. We have come a long way and accomplished much in the past 50 years of land management, but it is an on-going and continuous process involving the BLM, the rancher, and the many other user groups. We would do well to learn from the past mistakes of undermanagement and, yes, overmanagement.

Has the Taylor Grazing Act been worth the expense, time, and effort to this point: 1984? The answer is a resounding YES. Has the Act been effective in its objectives? Very much so, but there is still much more to accomplish.

The road to good range management, as I perceive it, is a long, complicated road. We can shorten the distance in the spirit of cooperation, or we can lengthen it in the spirit of confrontation. The choice is there.



THE STATE OF RANGE MANAGEMENT - 1984

by
Maxwell T. Lieurance



Max Lieurance was born in northern Montana and reared there and in southeastern Idaho. He graduated from the University of Idaho in 1950 with a major in range management and started his professional career in January 1951 as a Range Conservationist with the Bureau of Land Management in Burley, Idaho.

After a series of assignments with Bureau of Land Management (BLM) in Portland, Oregon; Vale, Oregon, and Sacramento, California, he returned to Vale in October 1958 as District Manager. He guided the development and accomplishment of the "Vale Project," a ten-year program to improve the condition of the public rangelands through intensive management and investment in supporting range improvements. The project has received international recognition as the best example of successful large-scale rangeland management and improvement of any place in the world.

In July 1971, Lieurance left Vale for assignment as Chief of Resources in the Oregon State Office and then to Associate State Director in Santa Fe, New Mexico. In June 1978 he became Chief of Rangeland Management for the Bureau at the Headquarters Office in Washington, D.C., where he served until his appointment as State Director for Wyoming in March 1980.

Lieurance retired from active service with BLM in November 1983 and currently resides in Ontario, Oregon.

Awards include: Superior Performance Awards in 1963 and 1977; Oregon Conservationist of the Year, from Oregon Wildlife Federation and Sears Roebuck Foundation, in 1966; Meritorious Service Award from the Department of the Interior in 1974; Outstanding Achievement Award from the Society for Range Management.

ABSTRACT

Even though the various national assessments of range condition and trend in range condition of the public rangelands were made using different technology, the date so interpreted by range professionals shows clearly that these lands, overall, are in better condition today than in 1934. Perhaps the most important factors, however, are the perceptions acquired by these range professionals through personal acquaintance with these lands and their uses over part or all of this same time period.

* * *

The old expression "beauty is in the eye of the beholder" could well apply to perceptions about range condition. For the most part, assessments of range condition for the public rangelands as a whole remain, even today, a matter of perception by individual "participants." These "participants"

represent a broad spectrum of interests, both trained and untrained; range scientists, technicians, managers, user groups, and interest groups of all persuasions, including the academic community. The fact is, there has never been a complete and comprehensive inventory specifically to assess the condition of all of the public rangelands. I'm sure that that statement is a surprise to hardly anyone.

Most of us who have spent a career or many of you who have spent a lifetime of involvement with rangeland have developed rather firm perceptions about what is happening in terms of trends in range condition. As you might guess, I have a "rather firm perception" or opinion myself! I firmly believe that, overall, the condition of the public rangeland is better today than it was 30+ years ago. My particular frame of reference is the Intermountain sagebrush-grass country in southeastern Oregon and southern Idaho. However, others are well acquainted with other areas in the west and have expressed the same opinion.

There can be little argument, also, that mistakes have been made, and some areas have deteriorated while others were in poor condition 30 years ago and are still in poor condition today.

The title of this panel presentation is "State of Range Management, 1984." I had planned to make my paper sort of a philosophical treatment of what I perceive to be the general health of the public rangelands today with a little help from recent data supplied by the Bureau of Land Management.

Let me further preface my remarks with a couple of observations:

1. In my opinion, the severe damage to the public rangelands occurred, for the most part, back in the 1980's and early in this century. The contemporary livestock industry is just as much a victim of pest abuse as any other use or user of the public rangelands. We have spent far too much time in assessing blame rather than addressing solutions to a common problem.

2. The various assessments of range condition since the Taylor Grazing Act was passed are difficult to compare because the methodology or thought process behind the estimates vary from ecological condition, based on site potential, to estimates of range quality for grazing or a mixture of both.

I believe that we have come a long way since 1934 in terms of improved range condition. We have also learned a great deal in the process. I'd like to list a few of these things, some of which are fairly fundamental:

4. We have learned that there must be a conscious decision as to what management goals are

in terms of vegetation cover. This will go a long way towards avoiding arguments over what condition classes mean for a particular site.

2. We have learned that there are needs and uses for vegetation other than for consumptive use by grazing animals.

3. We have learned how to "use and not abuse" although we don't always practice what we know.

4. We have learned that, by and large, we have underestimated the ability of substantial areas of the public rangelands to improve with just a little help.

5. We have learned that for rangelands needing improvement, a modest investment per acre overall can provide the proper tools for that improvement. In many areas in the west, and as was amply demonstrated on the Vale Project in southeastern Oregon, land treatment (seeding, brush control, etc.) on 15-20 percent of the total area not only substantially improved productivity of the area treated but provided a tool to assist in the improvement of the 80-85 percent that was not treated except through management. We have also learned that there is usually more than one solution to a problem (i.e., different systems of grazing).

6. We have learned that, with some exceptions, most rangelands will improve more quickly with managed livestock use than with no use at all.

We all know about exclosures somewhere in the west that were fenced years ago and show rangelands that were in ecologically poor condition at the time they were fenced and are still in poor condition today! The classic exclosure in my state of Oregon is located on the Squaw Butte Experiment Station near Burns and has been fenced since about 1939. The last time I saw it, it was still in poor condition while the surrounding area which has been used is in much better condition. I came to know that exclosure well during the old "adjudication" days and hearings over grazing reductions.

7. We have learned that some sites and some areas have been depleted so severely that a return to the ecological range condition of presettlement days would be extremely unlikely in any reasonable length of time.

8. We have learned that the setting of specific objectives for managing each rangeland area is critical. It will not always be desirable to manage for climax vegetation or excellent ecological

condition. A lower order serial stage can, for a particular site, be much productive and desirable.

8. We have learned that it is important to explain what is meant when discussing range condition. Is it ecological condition, based on site potential, or is it range quality, based on desirability for grazing by a particular animal at a particular season of the year? There have been some heated arguments over misunderstood terminology.

There have been at least three published reports indicating condition of the public rangeland from 1936 to 1975 [Table 1]. In addition, the Bureau of Land Management has just compiled the most recent data [Table 1]. No complete and comprehensive inventory of rangeland conditions has been conducted since the inventories supporting the Department of the Interior's "Range Condition Report" of 1975. The Bureau, however, as a part of their effort to prepare grazing environmental impact statements, covering 170 million acres of the public lands, has data to determine ecological status on about 88 million acres. Data for the remaining acreage for which recent inventory or monitoring data are not available have estimated range condition by knowledgeable professionals out on the ground.

Table 1. Comparative Percentages of the Public Rangelands in Excellent, Good, Fair, and Poor Condition, 1936-1984.

Year	Condition Class (%)			
	Excellent	Good	Fair	Poor or Bad
1936a	1.5	14.3	47.9	36.3
1966b	2.2	16.7	51.6	29.5
1975c	2.0	15.0	50.0	33.0
1984d	5.0	31.0	42.0	18.0

- a Senate Document 199, 75th Congress, 2nd Session, THE WESTERN RANGE.
b Data adapted from THE FORAGE RESOURCES, Pacific Consultants [1969].
c Department of the Interior Range Condition Report, 1975.
d Aggregation of all baseline resource records maintained at each of the Resource Areas within the BLM. The other four percent has not been rated for range condition because the acreage is mostly naturally barren of vegetation, i.e., rock outcrop, talus slopes, sand dunes, etc.

As stated earlier, the information contained in the various reports are not directly comparable since the methods used to estimate the condition classes differ. The intent of each effort, however, was to reflect the health of the rangelands. This health was described either as the current production of forage for livestock or the range's deviation from its potential production. In "The Western Range," range condition classes were not reported as such so the classes given in the table were inferred from the percent depletion figures. Moderate depletion was interpreted as excellent condition; minimal depletion as good; severe depletion as fair; and extreme depletion as poor. Range condition ratings of excellent, good, fair, and poor, as used by Pacific Consultants, is the present state of range sites relative to the potential forage production or climax vegetation of range sites. Range condition classes described in the 1975 U.S. Department of Interior (USDI) Report have forage production for livestock as a major factor. This basis tends to portray a less desirable situation because it assumes only one vegetation use. Ecological site potential for producing a quantity and quality of vegetation for multiple use is not adequately considered. The current condition class figures represent the kinds and proportions of plants in the current plant community as compared to the potential plant communities for all ecological sites.

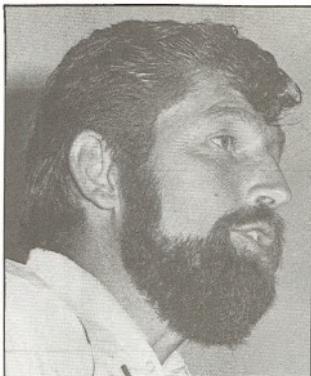
Most range management professionals concur with the basic indication that rangeland condition has substantially improved. This improvement is, in part, the result of a decrease in livestock numbers from the excessive grazing use that occurred prior to passage of the Taylor Grazing Act. Additionally, however, the improvement in rangeland condition can be attributed to improved management by enlightened managers and users in a cooperative effort. Some of it may even have occurred by accident.

All things considered, the Taylor Grazing Act and all that followed its passage, was an amazing and significant era in public land history. Even with all of the imperfections in management through the years, visualizing what the situation must have been in 1934, it is almost miraculous that so much has been accomplished.

In any event, I can personally assure you that, overall, the public rangelands are in better condition today than they were 38 years ago. It was no accident. How do I know? I know because I was there!

RANGE MANAGEMENT 1984: STATE OF THE ART - A RANGE SCIENTIST'S VIEWPOINT

by
J. Wayne Burkhardt



J. Wayne Burkhardt was reared on a southern Idaho cow ranch and later attended the University of Idaho, where he received his Doctorate in range management in 1969. Subsequently, he was District Range Manager for eight years, managing Livestock grazing on state lands in eastern Idaho. In 1976 he joined the faculty of the University of Nevada, Reno, where he is currently Associate Professor of range management. Wayne has been involved in the teaching, research, and extension programs in Nevada, and he has served on numerous advisory groups and technical committees for the Bureau of Land Management, U.S. Forest Service, and U.S. Fish and Wildlife Service. He has been particularly involved in range monitoring and coordinated management in recent years.

ABSTRACT

The settlement of the western frontiers successfully perfected this country's claims to the western lands but left behind a chaotic struggle for use of the natural resources. Passage of the Taylor Grazing Act was a national attempt to bring some degree of order and stability to the Public Domain situation. The success of that effort can be measured in terms of improved range conditions. The challenge is to insure that public land management continues the progress of the past 50 years.

* * *

Range management - the state of the art from a scientist's viewpoint provides me with the opportu-

nity to make observations on the past and future of grazing management on public lands. As a range scientist who has also been a public lands range manager and a ranch manager, I believe that the terms "art" and "science" as relates to range management bear directly on both our successes of the past 50 years and problems in the immediate future.

The situation confronting the Grazing Service in the 1930's was generalized overgrazing of the Public Domain and a history of chaotic struggles to secure uses of these rangelands. Forage demands on these western lands were near an historic high, apparently in excess of 20 million AUM's [animal unit months] of livestock grazing. This demand certainly exceeded the carrying capacity of these lands, the drought cycle notwithstanding. The wide open and aggressive settlement of the western frontiers - a process of necessity to perfect United States' land claims and treaties - resulted in an open range situation totally lacking in the security and stability which is prerequisite to conservative resource use. The national philosophy of Manifest Destiny had successfully settled the western frontiers, and by the 1930's it was necessary to direct this country's attention to our natural resources. Condition of the public rangelands was largely unsatisfactory as outlined in our first national assessment entitled "The Western Range." Additionally, little scientific understanding of the biological and physical nature of our natural resources had been developed.

The Taylor Grazing Act of 1934 and numerous other legislation of that era was this country's attempt to solve the problems of the western

rangelands. The Grazing Service and the range livestock industry created a system of advisory boards and the adjudication process which brought about a degree of order and stability to the chaotic Public Domain situation. The successes of the past 50 years in improving the public range situation, in my opinion, relate primarily to the following actions:

1. The establishment of grazing allotments based on historical use has provided a reasonable degree of stability, security, and accountability to grazing use on public lands. This was important.
2. Grazing pressure on public lands has been significantly lessened by reductions in livestock numbers and shortened grazing seasons. Today the nearly 11 million AUM's (20 million AUM's 1934) of livestock grazing on Bureau of Land Management (BLM) lands is generally within the carrying capacity of these lands.
3. Range improvement project, especially vegetation rehab and water development has contributed much to improving the range situation of the 1930's. Projects such as the helotom control seedlings and the Vale project, for example, not only improved depleted rangelands on-site but off-site as well.
4. Much has been learned of the biology and physics of the range resource in this 50 years. Greater knowledge of the ecology of our western rangelands has provided a base for better management.

As a direct result of these four actions, range conditions on public lands have improved since the 1930's and continue to improve. The measure of this change comes from many sources. Trend plots, exclosures, and photographs, for example, provide a record of improving or maintaining range conditions. Native fauna population trends in many areas reflect these improving habitat conditions. Exceptions to this record of improving range health exist, and most often these exceptions relate to factors other than just livestock grazing. Examples include permanent flora changes resulting directly from the inadvertent introduction to the western rangelands of preadapted exotic plant species and the "brushing-up" (woody plant encroachment) of many range sites resulting from lack of fire. However, despite the general record of success after 50 years of managing public rangelands, grazing problems continue to exist.

Today's grazing problems on public rangelands are somewhat different than those of the early

1900's although no less controversial. Generalized overgrazing of earlier times has been replaced by selective or localized overgrazing. Poor distribution of grazing pressure, improper season of grazing, and the wrong type of livestock appear to be common denominators in many of our current grazing problems. Continued general reductions of livestock numbers does little to solve many of these current problems. However, better management of grazing may well provide a solution.

Successful management of livestock grazing on western rangelands is much more an art than a science. The vast expanse of most grazing allotments, the variability of vegetation, terrain, and weather, the lack of direct control of grazing animals, and the political and legal aspects all define a situation which precludes the replication and repeatability basic to research and the scientific method. Successful grazing management is a matter of continually observing the actual grazing use occurring on rangelands, noting the effects of such use and then using these observations to make adjustments and decisions regarding succeeding year's grazing. In the case of public rangelands, the process of observation and adjustment or decision making must be a joint effort by at least the range manager and the livestock manager. Good grazing management is a matter of continual change and adaptation to the changing range situation. Fixed grazing plans or schemes rarely produce good management, and rarely is there a "single ideal or best grazing plan." Good grazing management results from the skill and attentiveness of the managers and not from routine collection and analysis of large amounts of quantitative data.

Management of public rangelands has evolved in recent years into a situation which I believe jeopardizes continued progress. I see much of our management effort diverted away from "on the ground" observation and attention. We are too often attempting the replace local knowledge and skilled professional judgment with inadequate quantifications and precise analysis. Too often we seek answers to grazing management problems from science when the solutions are found in better application of the art. Finally, because of the emotionalism of public-land issues, we are far too frequently asking the legal system to render judgment in nature resource matters - land management by court decree.

I think it is our challenge to arrange these matters in proper perspective if the progress of the past 50 years is to continue. We need to better assess the difference between issues and resource problems. I frequently advise students that in the management of publicly owned natural resources the issues rarely change but problems and players do.

CITIZEN PARTICIPATION IN PUBLIC LAND STEWARDSHIP

by
Lee Sharp



Lee Sharp received Bachelor's and Master's degrees in range management at Utah State University and the Ph.D. degree from Oregon State University in range science, soils, and plant ecology.

He is currently Professor, Department of Range Resources, College of Forestry, Wildlife, and Range Sciences, University of Idaho.

He serves as Executive Secretary of Idaho Rangeland Committee and Co-Chairman of the Challis Experimental Stewardship Group.

Sharp was formerly Academic Chairman and Head of the Range Resources Department for 12 years, technical advisor to the National Governor's Association Rangeland Subcommittee of the Agricultural Committee, and Resource Director for the Forest Resource Study conducted for the Public Land Law Review Commission.

ABSTRACT

The sponsor of the Taylor Grazing Act viewed, in 1934, that grazing management would be accomplished by a mutually cooperative effort. Local stockmen were elected to grazing advisory boards for the newly created federal agency. These advisory boards assisted in establishing grazing district boundaries and allocating permitted livestock use among qualified applicants.

Centralized bureaucratic management replaced cooperative management in the 1970's when a federal

district court ruled that the Bureau of Land Management [BLM] would have to write 212 site-specific grazing environmental impact statements to meet the requirements of the National Environmental Policy Act of 1969.

An opportunity to restore cooperative coordinated management on the public lands occurred with the inclusion of Section 12 in the Public Rangelands Improvement Act of October 25, 1978. As a consequence, three experimental stewardship programs were established in 1979 and 1980.

Evidence to date indicates that cooperative coordinated management yields better results in resource conservation, resource productivity, equitable distribution of public service and the enhancement of life quality values than management by commands from a centralized bureaucracy or by court litigation.

Citizen participation in cooperative coordinated management makes good sense. This mechanism, refined and improved upon, should become the standard in the management of the public's lands for multiple use, sustained yield, and resource improvement.

* * * *

On this the 50th anniversary of passage of the Taylor Grazing Act, we appear to be restoring a managerial arrangement for the public lands that

wes, more or less, standard when the Act was signed into law. Representative Taylor was very proud of the Act that bore his name, and, in a speech before the full House of Representatives in 1940, he stressed participation and cooperation when he said, "...The nation and the livestock industry need have no fear of the course that will be followed. The key to its whole program [the Taylor Grazing Act of 1934] is based on the simple laws of nature founded on mutual cooperative effort." The Mizpah-Pumpkin Creek grazing experiment, beginning in 1928, had demonstrated what could be done in the way of grazing management with a cooperative coordinated effort. The Taylor Grazing Act patterned many of its provisions after the experience gained in this program.

The 1930's marked a time when the country began to realize that the excess of land that existed in relation to the population had ceased to be. We had given land away under various homestead acts, and because land had been so plentiful, squeamishness about how it was handled seemed unnecessary; but the economic depression, drought, and dust storms emphasized that the land resources should be used in a way that would conserve their productivity. In addition to control and regulation of the unreserved and unregulated public domain by the Taylor Grazing Act, a Soil Erosion Service was created under authority of the National Recovery Act. This was followed by legislation that created the Soil Conservation Service. A massive land purchase program was inaugurated by the federal government to remove people from economically submarginal homesteads. State and federal agencies cooperated in a number of other land conserving programs during this period.

History tells us that this country was settled and developed by a cooperative effort. Such an attitude dominated society when the various soil and resource programs were inaugurated in the 1930's. This was especially true of the Division of Grazing formed to administer the Taylor Grazing Act under Director Farrington Carpenter. He relied on active participation by sheepmen and cattlemen to designate district boundaries and to write the rules and regulations for the grazing districts that were formed [Carpenter 1984]. Carpenter set about creating district advisory boards, composed of local stockmen, and relied on their recommendations to set the tone for the administration of the Taylor Grazing Act. Legal status was given to these advisory boards by an amendment to the Taylor Grazing Act on July 14, 1938.

Carpenter was not interested in creating a large bureaucracy of federal employees to administer the Taylor Grazing Act [Klemme 1984]. Citizen participation through locally elected advisory

boards was his idea of how to get the job done with a minimum of federal employees.

The allocation of grazing privileges among qualified stockmen and bringing stocking rates in line with the capabilities of the resource were major problems facing the newly organized Division of Grazing in the Department of Interior. This Division of Grazing became the Grazing Service in 1938 and the Division of Range Management in the Bureau of Land Management in 1946. Affected stockmen participated in the process through their elected grazing advisory board members.

This adjudication activity turned into a long slow process for a number of reasons. The agency was grossly understaffed for the job in the 1930's; World War II greatly slowed activity, and the McCarran dispute disrupted progress until the early 1950's. Also, the vegetation and soil inventories, necessary for adjudication, were slowed because of limited manpower.

The very purpose of adjudication set the stage for intense conflict between the agency and livestock permittees. That the conflict was not even greater was due, in my estimation, to the existence of the grazing advisory boards and the feeling of individual stockmen of being able to participate in the decisions that were made. During the period of the 1950's and 1960's, while adjudication was underway, numerous cooperative agreements between the agency and individual livestock permittees were negotiated for range improvements on public lands [Penny and Clawson 1968]. Often during this period, the agency manager and livestock permittees would mutually consider and agree on a course of action and carry it out without having to go to higher authority.

Adjudication was essentially completed in the mid-1960's, and the Range Management Division of the BLM began a more intensive management program [Sharp 1984]. Mr. Gus Hormey was employed to assist in developing grazing systems and allotment management plans. This planning process required participation by the livestock permittees. Cooperation, at least in Idaho, had never been better.

In the late 1960's and the 1970's, these participatory and cooperative arrangements changed. We moved from the "home rule" position to centralization of authority and decision-making by experts in government housed at national and state capitol locations.

In my perception, a number of events and factors contributed to this change in citizen participation in public land management. Since the 1930's we have witnessed tremendous change in the nature of our society, the value that society places on various activities, and the mechanisms that society uses to manage its affairs.

We have essentially doubled our national population and have witnessed a population increase in the western states—where over 99 percent of the public land outside of Alaska is located—that is 3-1/2 times as large as in 1930. About 1/4 of the population is catalogued as living in rural areas whereas in 1930 twice this percent or about 1/2 the population lived under rural conditions. The pressures on the land increased as the average area per person in the 48 states declined from 15.5 to less than 8 acres.

Depression, drought, and dust storms characterized the 1930's. A large percentage of the population depended on governmental assistance to subsist. Others barely met their requirements for food, clothing, and shelter. There was little money available for other than the necessities of life, and often this came from government make-work or welfare programs.

The economic hardships of the 1930's decreased as we entered the period of World War II. Increased governmental control and regulation during the war reinforced the attitude, started in the 30's, that the national government should maintain or increase its role as a guardian and provider of the people.

Economic growth for a quarter of a century after World War II may have been the greatest in the history of the country (Teber 1980). Inflation was generally low while growth in the advanced industrial nations expanded by an average of 4.8 percent annually. Individual income greatly surpassed that needed to provide food, clothing, and shelter. The increasing discretionary income, along with a substantial increase in the amount of leisure time that individuals enjoyed, contributed to changing social attitudes about use of the public lands. Where livestock grazing had been the primary and often the only use of the public rangelands in the 1930's, 1940's, and 1950's, many interests now competed for the use of these same rangelands.

These and other changes in the nature of our society modified the values placed on the use of the public lands in the late 1960's and 1970's. Increased emphasis was placed on improving wildlife habitat, providing outdoor recreational opportunities, improving environmental quality, and designation of wilderness, wild and scenic rivers and national recreation areas. This set the stage for intense conflict between the so-called non-consumptive uses and the traditional grazing, logging, and mining uses that had become dependent on the public lands.

The principal mechanism for resolving resource conflicts during this period was litigation. "Management by court decree" aptly described the times (Schroeder 1977). In retrospect and in my perception, it was the court suit filed by the

National Resources Defense Council and others against the BLM's programmatic grazing environmental statement in 1974 that led to a resurgence of citizen participation in public land stewardship. The court ruled that the programmatic statement was inadequate to meet the requirements of the National Environmental Policy Act of 1969 and that the BLM would be required to write 212 site-specific environmental impact statements. By agreement among the parties involved in the litigation, the Challis Planning Unit was designated as the pilot area for these site-specific environmental impact statements. The Challis statement was to be completed by June 30, 1976. BLM was hard-pressed to assemble the field staff necessary to do the job (Wilson and Lundburg 1983), and the time allowed to gather the data and write the statement was inadequate. Because of the public comments and criticism of the 1976 draft, a decision was made to revise and update the draft during the 1977 field season. A final supplemental statement was issued in August of 1978.

It was during the summer of 1978 that Congress was actively considering the Public Rangelands Improvement Act (PRIA). Senators Church and McClure, both concerned about the people involved in the Challis Planning Unit, were looking for a way to help. Bud Purdy and Bill Swan, as well as some of the staff assistants to the Governor of Idaho and the Senators, suggested that some kind of a cooperative coordinated approach to management planning might be helpful.

Bud Purdy was and is chairman of the Idaho Rangeland Committee, and Bill Swan was president of the Public Lands Council at the time. The Idaho Rangeland Committee, formed in 1984, has as its purpose the fostering of cooperative coordinated resource management. Purdy and the others were well aware of the Forest Service validation and the coordinated resource management programs that had developed in Oregon during the 1980's.

On October 25, 1978, the Public Rangelands Improvement Act was signed into law. Section 12 of the Act authorized and directed the Secretaries of Interior and Agriculture "to develop, on an experimental basis, a program which provides incentives to, or rewards for, the holders of grazing permits and leases whose stewardship results in an improvement of the range condition of lands under permit or lease." Innovative grazing programs were encouraged, and greater cooperation and coordination among federal and state agencies and local private range users was to be fostered. Section 12 in PRIA indicated, in the public land management arena, a trend developing throughout society for more direct control and citizen participation in the nation's social and political machinery (Mathews 1978 and Neisbett 1984).

The permittees in the Challis Planning Unit were desperate as the reduction in livestock AUM's, indicated by the decision document stemming from the environmental statement, amounted to 45 percent in qualified use and a 30 percent reduction in the eight-year average use of the unit. They looked upon the Experimental Stewardship Program (ESP), authorized under Section 12 of PRRA, as an opportunity to participate in the decisions that effected their lives and livelihood and, thus, improve their lot. Governor Evans requested the Idaho Rangeland Committee to facilitate the formation of a program at Challis. They did this with permission of the people from Challis. The first meeting was held in Challis on February 8, 1979. Subsequently, similar programs were formed in northeastern California and northwestern Nevada (Modoc/Washoe) and out of Dillon and Butte, Montana (East Pioneer). Several individual stewardship programs also developed at various locations in the western states.

The Challis permittees were anxious to have a go at cooperative coordinated management without waiting for guidelines to come down from the Washington offices of the BLM and Forest Service. The first thing that had to be done was to agree on how the group would conduct its business. A statement of purpose and operational procedures were drawn up to guide the group in their activities. The pattern used by the Grant County, Oregon, Resource Committee in establishing a steering group was followed at Challis. In so far as practical, local people were to be designated members of the steering committee. All interested groups and/or organizations were invited to participate. Some 18 organizations and 20 people are listed as official members of the Challis Experimental Steering Group. Any interested individuals or organizations were welcome to attend the meetings and freely participate with the Stewardship Group.

Planning teams were appointed to work out the allotment management plans. Each team consisted of the rancher or ranchers using the allotment, the federal and state officials responsible for federal and state lands in the allotment, a Soil Conservation Service person, and a wildlife biologist. Other specialists were assigned as deemed appropriate for each allotment. The planning teams would work out the plans by consensus and review the plan with the full steering group. The plan was either accepted or suggestions were made by the steering group for further consideration by the planning team.

Since the Challis Experimental Stewardship Group was formed first, members of this group visited the Modoc/Washoe and East Pioneer areas to share their experiences with these folks. Regardless of this, each Experimental Program developed an

organizational structure and a mode of operation that suited the people of the area. Modoc/Washoe has a more structured organization than Challis or East Pioneer. Technical Review Teams is the term applied to the group that functions as a planning team at Modoc/Washoe. A similar group is called a Technical Action Team in the East Pioneer area.

It is appropriate at this time to stress the value of technical review teams, planning teams or technical action groups in resolving resource conflicts and developing working plans. The teams represent an interdisciplinary approach to resource management and planning. The team brings local expertise together to provide a greater variety of backgrounds, experience, knowledge, and skills for planning and problem resolution than is generally available in an agency planning team.

In the fall of 1981, the three groups met jointly at Cedarville, California, to exchange experiences and compare notes. Joint meetings were held at Challis in 1982 and at Dillon, Montana, in 1983. These meetings have improved the programs in each area through the exchange of experiences on things that work, problems encountered, and just plain brainstorming.

If my perceptions are correct, there is growing enthusiasm for this approach to public land management among the participants in the ESP. During the first year of the program a rancher at Challis commented, "The stewardship program hasn't met all our expectations, but it is still our best hope of having a say about range decisions that so greatly affect our lives and our livelihoods." Jean Snider Schadler, rancher and formerly Chairperson of the Modoc/Washoe ESP Committee, said to a group of people not involved with stewardship, "Try it; you will like it." Lee Delaney, Surprise Resource Area Manager, thinks "the stewardship concept is applicable bureau-wide. An East Pioneer participant stated that "it is just common sense management." Wildlife managers and various environmental groups also express enthusiasm for the program.

Experimental Stewardship provided the opportunity for citizens once again to participate in public land stewardship. Evidence to date indicates that this mechanism yields better results in resource conservation, resource productivity, equitable distribution of public service, and the enhancement of life quality values than management by commands issuing from a centralized bureaucracy or by court litigation. The stewardship concept provides an adaptive approach—one that can adjust to changing conditions and is "appropriate to local conditions, needs, and socio-economic structures"—for the benefit of all concerned (Holling 1978). For these reasons and others, citizen participation in cooperative coordinated management

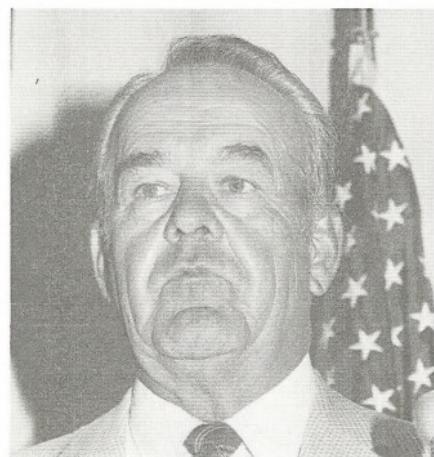
just makes good sense. This mechanism, refined and improved upon, should become the standard in the management of the public's lands for multiple use, sustained yield, and resource improvement.

For citizens to participate effectively in public land stewardship, an organization structure that reflects the desires, temperaments, and cultural backgrounds of the local people is most effective. No one person's goals can be considered more lofty than another's; consensus decision-making is more appropriate than majority vote; and exploratory and informal relationships are more effective in stewardship activities than rigid and formal ones (Spencer 1983).

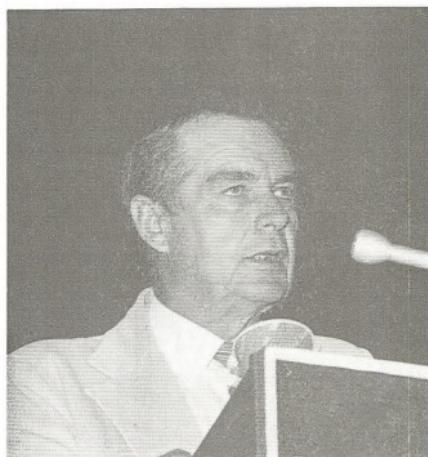
In the words of Mathews (1979), "Those of us who hope for more nonbureaucratic solutions and who believe in the viability of nonbureaucratic institutions and who want government not to go away but to learn better how to work with us all as well as for us, have a sound basis for hope. We also have a lot of work to do." Experimental Stewardship is moving public land management in the proper direction.

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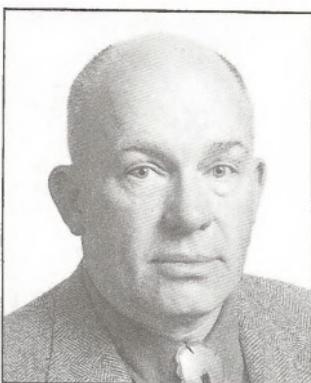


BILL SWAN and Herb Metzgar presented views on challenges of public/private land management.



PERSPECTIVE: FOR THE IMPROVEMENT OF RANGE CONDITION
FROM A RANGE SCIENTIST'S VIEWPOINT

by
John E. Taylor



Jack Taylor was born in Wyoming, grew up in Idaho, and has been on the teaching and research staff at Montana State University for 24 years. He got interested in range science as a Range Survey crew member on the Idaho Falls District, Bureau of Land Management (BLM).

He has degrees from the state universities of Idaho, Washington, Montana, and North Dakota. His doctoral advisor was Warren Whitman at North Dakota State.

His teaching and research interests are in range analysis and measurements, vegetation mapping, remote sensing, climatic influences on rangeland communities, and poisonous plants.

He is a member of several honorary and professional societies and is a Past President of the Northern Great Plains Section of the Society for Range Management.

ABSTRACT

The primary objectives of the Taylor Grazing Act were to improve the general condition of the nation's public rangelands and to stabilize the livestock industry dependent upon them. A great deal of progress has been made in achieving both these goals, but further accomplishments will necessarily be made in an ever more complex and

demanding arena. The distinction between range condition as a concept and as a kind of management information must be made if improvements are to be clearly recognized and accurately assessed. Climatic variability and finite limits to range improvement also can cloud our ability to interpret time-related changes in range conditions. The stability of the livestock industry will be further enhanced by the widespread promotion of positive incentive arrangements such as the Experimental Rangeland Stewardship and Cooperative Management Agreement (CMA) programs. A vigorous public information effort will be required if these programs are to be understood and supported on a broad basis. All of this will demand a high degree of professionalism among students, managers, and administrators of our rangeland resources.

I am very pleased to have been invited to participate in this 50th anniversary celebration. I am particularly happy to appear on this particular panel, projecting future directions and challenges in public land administration and management. This kind of topic lends itself to speculation as well as to a certain degree of personal opinion, and I will use both freely.

We have heard several speakers on the topics of our progress and successes over the past half-century. We also have been reminded of some yet-to-be-accomplished goals, some continuing frustrations, and indeed some areas of failure. Nevertheless, there can be little doubt among knowledgeable people that we have made huge strides in our understanding and husbandry of the nation's public land resources.

The business of this panel is to anticipate our directions and priorities in the years to come. Clearly, this is subject to considerable difference of opinion, and there are many approaches one might choose.

Rather than making a broad-field prognostication, I will comment on three somewhat restricted topics. The first two are derived from the rationales of the Taylor Grazing Act itself: improving range condition and stabilizing the livestock industry. Finally, I have some general thoughts on future challenges, strategies, and opportunities.

Range condition as a concept and as a category of management information continues to intrigue and perplex range managers. It seems to be a notion that is easier to feel than to quantify, at least when viewing the broad picture. Nevertheless, if the "improvement" of range condition is erected as a goal of management, we must agree upon some quantitative criteria so that improvement can be recognized when it occurs.

The concept of range condition is logical and imaginable. It is easy to think about a piece of landscape in terms of its current status relative to its potential for some sort of use. This can be handled on an abstract level and is, in fact, a very useful idea in thinking about the dynamics of generalized rangeland systems.

Range condition as management information is not so easy because of two fundamental problems. The first, and probably most troublesome, is the fact that range condition is not a biological absolute but rather an artificial, utilitarian idea. Its practical use to the range manager is as either [a] a means of assessing a situation in terms of its need for improvement or [b] an approach to evaluating the effectiveness of some management strategy or practice. In either case, range condition always is evaluated by somehow contrasting the "test" situation with some established standard.

A number of standards have been used: ecological climax, maximum livestock production, maximum plant species diversity, and several others. Each yields a different evaluation of the particular biological reality at hand. Note that the biology is the reality, while the assessment is partially influenced by standards used in its determination.

This can be confusing and misleading, and the recognition of "ecological" vs. "forage" condition does not adequately address the problem. Further, a range can be in excellent condition for one use and fair condition for another at the same time. It is absolutely essential for both management and communication purposes that range condition criteria be explicit and that we remember what they are and what they mean.

There is nothing wrong with this as long as we remember that we are concerned with a specific management objective and not some absolute ecological truth. If we are to recognize and quantify improved range condition, we must be sure to observe the same standards throughout the process.

The second problem [really a subset of the first one] is the widespread confusion between the methods and concepts of range condition. It is quite common to "define" Range Condition in such ways as "...deviation from ecological climax," or "...relative productivity of livestock forage," when, in fact, these are nothing more than two of several ways to assign numbers to field cases for utilitarian purposes. We must remember that no method of characterizing the condition of a piece of rangeland does anything to change that condition. The only things that can change range condition on the ground are TIME [with the associated factors which act through time] and EFFORT [as represented in management, both good and bad].

One of the time-variables which can give us real trouble in assessing and interpreting range condition is climatic variation. This is particularly bothersome when plant species composition is used as data. In many cases, a seasonal or annual change in climate produces more marked and maybe even more long-lasting compositional changes than does grazing, no matter how it is handled. This means that range condition information must be interpreted not only the basis of site and general climate, but also in the context of shorter-term climatic variation, even when using the ecological climax as the reference base.

Another point which must remain clear is that range condition is not infinitely improvable. If a range is operating at its potential level for the particular set of resource objectives which have been determined by the range manager, that is that. For this reason, range-management objectives must be formulated very carefully, with potentials as well as probabilities for improvement in mind. BLM's MIC classification addresses the latter point in a practical and proper manner.

Keeping all these things in mind is nothing more than making a clear distinction between range condition as a concept and as number. If we can do this, then range condition information can be

very useful in assessing and directing management activities. Further, when we bring about a real change in range conditions, we will know about it.

With respect to stabilizing the livestock industry, we also have some way to go. In my view, it is critically important to that industry, and indeed to all users of the public rangelands, that the crucial role of the livestock operator be recognized and rewarded. Secretary Cerruthers spoke of the "range democracy" as the interaction between the technology and the practice of range management. If our extensive public rangelands really are to be managed, a substantial share of the responsibility rests with livestock permittees. If they are not allowed to accept and honor this responsibility, then no amount of external pressure will get the job done. This is one reason I feel the BLM should aggressively promote Cooperative Management Agreements (CMA's) among ranchers capable of handling them. Of course, the program must be administered with care; some operators do not have the necessary management skills or the inclination to cooperate, but there are plenty who do, and they should be encouraged. The notion which has been expressed in some circles that the CMA program represents an abrogation of BLM's responsibility simply displays an ignorance of most ranchers, of CMA's, and of BLM's mandate.

The Experimental Rangeland Stewardship Program, which Lee Sharp discussed earlier, should be extended as national policy. It has shown enough results in enough situations that it is time for us to drop the "experimental" designation. However, we must be careful to retain the innovative and cooperative dimensions of the program; these are what has made it work so well.

In my view, programs such as CMA and Stewardship, which recognize and reward range management at its most effective level, will go a long way toward stabilizing the industry and all of those economies which are dependent upon it. The alternative is a continuing erosion of management options because of uninformed public opinion.

I would like to conclude with a few random remarks about some things that concern us all. These are not presented in any order except the way in which they occurred to me.

Over the next 50 years and beyond, the management of our public rangelands will not become less sophisticated or less demanding. Making and implementing the best decisions in an increasingly complex and visible arena will require well trained and experienced professionals in both private and public roles. This means that the universities must constantly review and periodically upgrade their programs of instruction. They must seek to attract the most competent and diligent students to this

field which is so vitally important to the future of the nation's natural resources. At present this is difficult because professional employment in range science is less available than it has been for some time, largely due to an unfavorable funding climate in the federal services. We must be creative in building new opportunities, careful in selecting and training students, and vocal in expressing support for priorities which recognize the essential place of rangeland resources in the world's natural wealth.

The idea that range is a type of land and not a type of land use must be constantly reinforced. [The federal agencies are the worst offenders here.] When this distinction is not made, it leads to a great many points of confusion and misunderstanding, especially among the lay public. Multiple use values are much more clearly discerned in the context of rangeland as a multiple resource.

We must refine our methods of monitoring changes on ranges under various management regimes. This is an active research area, and it is producing some interesting new techniques. It probably will turn out that consistency in criteria, rather than specific systems of analysis, will be the key to efficient and meaningful monitoring information, especially when considering greatly dissimilar areas. This is another place where professional judgement based on local field experience is the most valuable commodity. The place to practice range management is on the range; a point which seems to escape some administrative echelons.

Finally, we must continue to seek new knowledge and understanding about the functioning of our range ecosystems, but we must not fall into the trap of deferring decisions because we don't know enough. Management must be based on the best available information which is not likely to be perfect. If we are to practice range management, we must be prepared to act on our best judgement, experience, and information. An informed and thoughtful decision may not yield the best of all possible results, but neither will it cause resource destruction. If we miss our mark and pay attention to the results, we will make a better decision next time, and that is how the science and art of range management will continue to grow.

WILDLIFE AFTER THE TAYLOR GRAZING ACT AND SOME PREDICTIONS INTO THE FUTURE

by
Robert D. Ohmart



Bob Ohmart was born in eastern New Mexico, where he spent early childhood chasing cattle and pulling cotton. He received his B.S. in wildlife management from New Mexico State University while simultaneously taking as many range management courses as possible. From New Mexico State University he also obtained his M.S. degree; in biology, doing his thesis research on quail. His doctoral degree was awarded in 1968 from University of Arizona in vertebrate zoology. His research was on ecology and physiology of a desert sparrow. A post-doctoral fellowship from the National Institute of Health was conducted at University of California at Davis. There he worked closely with faculty in the veterinary school, conducting research on the ecology and physiology of roadrunners.

He accepted a faculty position to head and develop the wildlife biology program at Arizona State University in 1970. In 1972 he began developing methods for studying large river ecosystems. This methodology has allowed him to conduct studies on the Pecos River, the Rio Grande in New Mexico and Texas, the lower Colorado River between Arizona and California, and the Salt and Verde rivers in central Arizona. He has conducted autecological studies on desert tortoises, desert bighorn sheep, burros, and many other southwestern vertebrates.

His research efforts became so extensive that in 1978 he was moved into The Center for Environmental Studies at Arizona State University as the Associate Director. His past 10 years of ecological research in riparian ecosystems, combined with training in range management, has thrust him into

numerous controversial situations relative to wildlife values versus domestic livestock grazing practices. He has played active roles in such issues as opposing the Sagebrush Rebellion, has supported reduction or elimination of burros on public lands, and has identified numerous examples of poor land management practices on public lands.

ABSTRACT

The Taylor Grazing Act unquestionably aided both hunted and nonhunted wildlife on public lands managed by the Bureau of Land Management (BLM). For many species, the Act was inadequate, and their populations continue to decline. Many have been extirpated on a local scale. Most are nonhunted species, and unless management takes action to reverse this trend and improve deteriorated habitat for these species, they will be candidates for endangered species protection.

Some of the above species are discussed along with the habitats they occupy. Predictions are made regarding the fate of these species with and without management concern. Under the latter scenario, domestic livestock use could be reduced dramatically and even eliminated through legal action. With management, sensitive habitats containing vertebrate species threatened with local extinction would receive special attention, and designated habitats would be protected to allow vegetation restoration. Total cooperative management is essential to avoid large economic losses to dominant users of public lands under BLM management.

The 1934 Taylor Grazing Act was very important for natural resources management on public lands in the West. Prior to its enactment and the adjudication process, ranchers grazed domestic livestock anywhere they wished and where there was vegetation for the cattle to eat. Public lands were degraded to the point that wildlife populations were reduced to very low numbers and, in many instances, even cattle died of starvation. In some areas these range lands were so abused and soils eroded that productivity of these lands may well be irreversibly lost.

The Act provided tenure to the permittees for use of public land for grazing purposes. Established ranchers were allocated animal unit numbers and grazing districts were established. Grazing permit holders, or ranchers, through this Act became a powerful force in dictating policy and uses of western public lands. Grazing permit numbers were frequently above the carrying capacity of the ranges, but grazing conditions were far better than the open-range policy prior to the Act.

Reduced grazing pressure allowed forbs to mature and be available to pronghorn antelope (Antilocapra americana), whose numbers began to increase. Browse plants began to respond to reduced grazing pressures and deer populations increased. Elk (Cervus elephas) and bighorn sheep (Ovis canadensis) populations benefited from the reduction and eventual abolition of nomadic stockmen.

Many species of nonhunted wildlife populations undoubtedly benefited from the Taylor Grazing Act as well, but virtually no quantified data are available to support this assumption. Riparian habitats in the West were certainly overgrazed during this period since they continue to be overgrazed even today. During the hot summer months domestic livestock and wildlife congregate in the shaded, moist habitats along intermittent or permanent streams. Frequently, these lush, verdant riparian ecosystems provide the only available forage and shade in the hot summers in semiarid environments.

The value of riparian habitats to western wildlife has been amply demonstrated [Johnson and Jones 1977]. About 70% of the vertebrate species in semiarid environments are obligate, or totally dependent, on these ecosystems for their survival. As tall gallery forests of cottonwoods (Populus fremontii) became decadent and ultimately died and fell, their replacement communities of seedlings became domestic livestock forage in late summer months. Consequently, most western river systems where domestic livestock grazing has been, and continues to be, heavy or severe are without cottonwood and willow (Salix sp.) today or have a

few remaining live trees and skeletal trunks that attest to past conditions. Historical records are frequently replete with vivid descriptions by early settlers depicting the availability of cottonwood trees for houses, barns, and corrals. unquestionably, many wildlife species that were dependent on this natural resource are either becoming less common or have been extirpated on a local scale.

In the uplands away from the riparian ecosystems in the southwestern United States, the desert tortoise (Gopherus agassizii) was waging a losing battle with hordes of sheep, cattle, and horses. They were also picked up as pets and carried out of populations that were being impacted by excessive grazing practices. The Taylor Grazing Act may well have reduced grazing pressures on their habitats and allowed their populations some respite.

It is these nongame species that were once virtually ignored that may force a more balanced approach to natural resources management in the future. The National Environmental Policy Act of 1970 [NEPA] was an extremely important law effecting public lands.

Section 102 of NEPA clearly states that any significant proposed action involving federal monies or lands must detail the environmental impact of the proposed action, depict any unavoidable adverse environmental effects, and present alternatives to the proposed action. This legislation opened the door to numerous lawsuits, some good and some bad, but it essentially widened the tunnel vision of many agencies and forced them to view all resources in their decision-making processes.

A new law termed the Endangered Species Act was passed in 1973 that repealed the earlier endangered species law and amendment. It established two categories: [1] those species that were in danger of extinction and [2] those whose populations or races were sufficiently small to be considered threatened. Federal funds from the Land and Water Conservation Fund Act of 1965 were to be used to fund activities of the Act. Section 6 provided cooperation with the states and financial assistance of up to 66.6% of the costs incurred in managing the species where a cooperative agreement was in existence.

The states still retained legal responsibility for management of federally listed species, but federal intervention was becoming increasingly stronger. Interestingly enough, the legal authority of the federal government in dealing with federally listed species came via a totally unrelated law, in fact, a law damaging to wildlife, the 1971 Wild Horse and Burro Act. The state of New Mexico sued the federal government over the jurisdiction of burros and lost in its appeal to the Supreme Court. This decision immediately established precedence and

has essentially eliminated any previous thoughts of suits against the federal government regarding threatened or endangered species.

The Federal Land Policy and Management Act (FLPMA) was passed in 1976. The Taylor Grazing Act, that established the Bureau of Land Management, gave the new agency only custodial status with an advisory board of local stockmen in each district. FLPMA gave the BLM full managing authority of these federal lands, but, unfortunately, none of the subsequent Directors or Secretaries of the Interior has allowed full management control of these lands.

Proper management and consideration of all natural resources will come about peacefully through cooperative management programs where all interested parties participate or eventually through litigation where the court and not the interested parties make land management decisions. We are at this crossroad today, and unless BLM and the dominant users begin candid dialogue, I foresee more legal action.

Legal action will develop along two avenues if compromises are not sought out by present users and managers. One will be via the fact of poor management and continued degradation of the soil and habitat resources over many tracts of public lands. The laws and constraints are in place but simply have not been enforced. The second will evolve through many of these nonhunted species continuing to decline in numbers until they become listed under the Endangered Species Act. The latter will probably be the primary avenue since this is most easily quantified and demonstrable in court. Also, solid information on the past and current distribution of these species has been collected on both private and public lands in the West. Currently, many of these species are listed on state lists as being in trouble. It is this second scenario on which I base my predictions for wildlife's future on public lands. The issue of range deterioration has been relatively unsuccessful for conservation groups to see much progress in that too many variables affect vegetation change and good quantified data are lacking.

FUTURE FOR WILDLIFE

Few noticeable changes will come about over the next few years except for the continued reduction in numbers of some notable species such as the desert tortoise, summer tanager [*Piranga rubra*], Bell vireo [*Vireo bellii*], yellow-billed cuckoo [*Coccyzus americanus*], spotted owl [*Strix occidentalis*], and possibly others. Thus far, management has not been overly concerned with nongame species, but the day of reckoning is slowly approaching.

Interestingly enough, there is not a decent inventory supported by quantitative values for even

1% of the millions of acres of public lands managed by BLM. Until creditable inventories have been conducted, the agency has little defense, and even less knowledge, as to what wildlife occurs where and how common or uncommon they are.

A brief and creditable effort was undertaken to do this after the Natural Resources Defense Council sued BLM for lack of grazing environmental impact reports under NEPA. The inventory effort was "too expensive" and, consequently, short-lived under an administration that was strictly user-oriented and with little, if any, concern for conservation for future generations. Therefore, the inventory was dropped and remains to be conducted.

Without a decent inventory of these vast acreages, the Bureau and its primary users [mining and domestic livestock grazing] will continue to be on the defensive relative to other user demands of our public lands. Some District Offices of BLM have shown concern for riparian habitats and water quality in streams and have moved to rectify past problems. These concessions only fuel the desire of conservation groups for further advances and demonstrates to them that BLM will respond to their demands. Most important, many of these advances have come about in spite of the fact that the current administration has demonstrated little, if any, concern for the management and wise use of natural resources.

In conclusion, economically important wildlife such as deer, elk, etc., have been given special attention by management whereas nonhunted species have been virtually ignored, the primary exception being birds of prey. Habitat quality of nonhunted species will continue to decline and animal populations extirpated locally over much of our public land until these species are nominated and placed under protection of the Endangered Species Act. User's and the Bureau's hands will be tied and remedial efforts such as revegetation of habitats, drastic reductions in animal unit numbers, and possibly total removal of domestic livestock from some allotments will occur. I can even foresee the abolition of domestic livestock grazing on public lands unless sincere and concerted efforts are made now to reverse the declining trend in populations of nongame wildlife. Eventually both game and nongame wildlife will prosper on public lands, but it will only come about after numerous populations have been extirpated and possibly some species.

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MEETING FUTURE NEEDS, NOT "IF" BUT "HOW"

by
Brant Calkin



A New Mexican for over forty years, Brant Calkin worked for thirteen years for the Sierra Club and served one year as its National President. He served on numerous environmental committees for federal and state governments and has testified before Congress on a variety of resource and environmental issues. He served briefly as Secretary of Natural Resources of the State of New Mexico before taking his current position as Special Assistant to the Commissioner of State Lands in New Mexico.

ABSTRACT

Needs for the users of public rangelands in the future will be unlike those in the past. New constituents, politicians, and management requirements will be met. Debates about how to measure range condition, economic values of livestock operations, proposed reforms, and politics cannot be repetitions of the past; or they will be ignored. Seven recommendations are made to make future debates and discussion of rangeland problems more meaningful and less adversarial.

* * * *

Thank you, Frank [Gregg], for that introduction. I noticed that I was sitting almost in the middle of this panel and that is a most unusual

position for me. I am not sure if I welcome it or not. I am substituting today for Mailend Sherp. Mailend at the last minute had to cancel his appearance before you and so it is my job to fill in for him and provide a reality check on the "Trust Me" form of range management. I think that is a little bit like substituting for General Custer, but I will do what I can. I should tell you first that I am not here representing the New Mexico State Land Office; I am not here representing the Sierra Club; and some of you may think that I am not here representing good sense, but I will leave that decision to you end the end of my discussion.

I know that there are many experts in the field of range management here, and that makes me a little bit like the man who was marrying a woman who had been married 13 times already. A friend of his asked him how he felt about his wedding night, and he said that he thought he knew what to do but was uncertain as to how to make it exciting. So with the understanding that many of you have been there before, let me, nevertheless, tell you the way I think things are.

The title of this panel is "Meeting Needs for the Future," and my question is "Whose needs do you think we are talking about?" First of all, I don't think, quite frankly, the needs of the future which are to be met are the livestock industry's. There are just too many other people involved these days.

The Taylor Grazing Act was the answer to a need of a dominant user of the public rangelands 50 years ago. The Taylor Grazing Act was designed specifically to meet that user's needs and paid little attention to what other prospective users of the public rangeland might have wished. I don't think we are going to see that kind of single-minded, unilateral response to the livestock industry's needs again.

Second, we are in an era of growing multiple uses; other needs will be met. Some of those needs may be met in as direct a fashion as the Taylor Grazing Act met livestock industry's needs, but, mostly, we are going to be dealing with the needs of multiple uses. We are going to be dealing with needs that other constituencies and users have, and the needs of the future which are going to be met in the future are going to be much more broadly based than what you have been used to.

We are also going to be meeting the needs of managers. We tend to think of the needs of users, but, in fact, management has needs. Among those I find need for clear policy direction, accountability, etc. I think there is a distinct need for environmental impact statements, for example. I will take this opportunity to disagree, at least somewhat, with Del Vail about what the impact of environmental impact statements has been on the Bureau of Land Management. I think both for the Livestock industry and for the Bureau, the approach taken to environmental impact statements was a colossal mistake. Here was the perfect vehicle for both the agency and the industry to show how well they were doing, how thoughtful and sensitive they were to the needs of other public land users as well as their own. It was the perfect vehicle to bring other constituencies into the planning, protection, and promotion of good range management. What happened, however, was that both the Bureau and the industry resisted foolishly, in my estimation, both the law and the subsequent court actions. They dealt themselves an additional black eye on top of a history which was already not very good. They will continue to pay the price for that intransigence. Instead of taking something that was designed to meet everyone's needs and using it for everyone's well-being—the agencies and livestock industries, in particular—it was the kind of knee jerk, "we know best" reaction that antagonized the very constituency that this group needs.

Last, in meeting the needs for the future, we need some additional incentives for doing a good job. Not everyone is doing a bad job, but there are a number of things that are not happening because the incentives are not good enough. I am afraid that those needs have very little chance. It's not the way I would like it to be, but I think that the public is simply fed up. As a result there is

little public confidence or credibility in either the agency or the industry for giving out incentives. It's going so far that when I suggested to some of my colleagues in the environmental community that, for example, a discount be given to ranchers against the grazing fee for the amount of forage that was left on an allotment, the universal response was that the livestock industry would simply abuse that incentive and find ways to get a discount with more utilization and that the agency would not even attempt to resist them. In spite of the needs for incentives, the credibility of the agency and the industry is so low that people no longer even want to look for them.

Another problem with giving incentives is that all too often the rewards would go to the bad operators as well as the good, and the public and the environmental community simply do not want to see that kind of "justice," if you want to call it that, being given out indiscriminately.

The last thing is that thanks to this administration's budget and the lobbying of the livestock industry, we lost additional funding for monitoring; and we are not getting any more. As a result, monitoring is down, and it's very difficult to ask for incentives for someone or for an industry in which progress cannot be measured. I should also point out that the Taylor Grazing Act was meant to stabilize the industry and that that was the need at the time. Well, it did, to some extent, and it stabilized it at a starvation diet for many operators. It also stabilized the industry with an unsuitable range condition, by any definition, for too much public land and, therefore, failed to meet that need in a rather substantial way.

I'd like to suggest that future needs will not be met by the people in this room, their parents, or their children. There are new disciplines, new constituencies, new politicians, etc., who will be the players. The future needs will not be met by the same good old boys dealing among themselves.

In the arena of public discussion and debate, I would say that future needs will not be met by taking too much credit for the too uncommon success and for too much silence or excuse-making about the too common poor condition of the public range. All too often I hear representatives of the agency or the livestock industry taking credit for reforms which they initially resisted or which were forced upon them. The kind of advocacy that denies problems, exaggerates success, and takes credit for unwanted reform will meet no future needs except, perhaps, for those of lawyers or journalists.

Future needs will not be met by an endless debate about how to measure range condition. Max Lieruere may be right that there haven't been measurements of the right criteria, but changing

standards and techniques so that the earlier ones are unusable is like throwing away 50 years of experience. Who is to say that 10 years from now even the new ones might be thrown away. It makes both the agency and the livestock industry utterly increditable to have them suggest that now is the time to change the rules, especially if they don't like the results of the old ones. There will always be refinements of how to measure condition, but to suggest now that all we've learned is not adequate upon which to base reform, and that all the earlier criticisms were somehow incorrectly based, is not going to sell. Also, it isn't accurate.

Future needs are not going to be met by thinking that livestock economics will support all dependent upon the public range at this time. Some people are going to be forced to leave. However unpleasant it may be to see neighbors of several generations being forced out of business or, in some cases, tempted out, there is, in fact, a carrying capacity measured in economics for people dependent upon the public range, just as there is for the livestock. In these days of declining per capita consumption of range beef and mutton, rising costs, and increased competition, it may well be that we simply cannot support upon the public range the number of people and enterprises that it had in its heyday. We will not meet future needs by insisting that they all remain.

We're not going to meet those needs, either, by expecting the livestock politics to make the economics work. Who are the political allies of the industry? Certainly not the consumers, certainly not environmentalists or labor or academics or even the agencies which the livestock industry so delights in berating. Anybody who thinks that political forces will continue to make the economics work when the industry, in particular, has been so diligent in alienating other elements of the population is kidding himself. Politics can stretch economics just so far, and if we continue to depend upon politics to make these economics work, some people are in for a rude surprise.

Neither will Cooperative Management Agreements [CMA's] meet future needs, at least not on a general basis and, particularly, not as they are presently being attempted. Originally, Cooperative Management Agreements had a standard of performance, and there was measurement and accountability in the concept. Someone could earn his way into a Cooperative Management Agreement, and through monitoring he could keep himself there. Now they are just perceived as the transfer of authority and responsibility, and the rules for accountability and funding for measurement of range condition under CMA's are diminished or nonexistent. That change in philosophy is not going to prevail, and, perhaps, it

epitomizes the "Trust me" form of range management which will meet no future need. The public is aware that anyone can become a rancher. It takes no particular education, it takes no apprenticeship. The public understands that through the Cooperative Management Agreement approach, too much of the values of the public lands can be put in the hands of people who are not necessarily prepared to succeed, either economically or environmentally. It's no surprise that the program is in court, and anybody who thinks that this administration's Interior policies have a good chance in court must believe in the tooth fairy.

Future needs are not going to be met by massive land swaps. Project Bold is a good idea whose time has past. What had originally been a good concept has today become a vehicle for the transfer of lands of unequal value. It has become an administrative nightmare for a variety of users and, I might point out, particularly for the livestock industry. The concept has become totally suspect because of its advocacy by Watt and association with the Sagebrush Rebellion. It exposed to hundreds of thousands of previously unconcerned members of the public what the real motivation of the industry was: take the land away from the public. It will be useless for the industry to try to argue how to manage the public lands when, in fact, they have already indicated they don't think there should even be public lands to begin with.

Now if all the people who want to tell other people how to run their business were laid on end on the bottom of the Atlantic Ocean, it would probably be a good thing. However, let me venture on into the ocean anyway. How do you spell "Relief" for meeting future needs? Well, I have my own little "Roleids" list for you to consider:

R - is to Reach out to other constituencies and not reject them. The list I gave earlier of environmentalists, labor, consumers, etc. are the people that the agency and the industry should embrace with some understanding and with which they should make considerable compromise. Without them, your programs are in deep trouble.

O - is to Offer credible alternatives. Perhaps my idea of a discount against the grazing fee for unused forage is not a good idea, but where are the industry's ideas or the agency's? More of the same is not a credible alternative. We have to hear something better.

L - means Learn about your adversaries. Who are they? Why are they the way they are? I realize that it's a bad idea to use yourself as an example,

but I'm going to do it anyway. I have had over the course of years almost constant disagreement with someone who, nevertheless, is a friend of mine and who is in the livestock industry. That person always wonders why I look to the agency for regulation and management of the public lands and why I simply don't permit the ranchers to make more of the choices and decisions. I wonder why he expects me to use the "Trust me" form of range management on the public lands. Well, if I reflect a little bit on that person's background, I find that that person is a 5th-generation rancher in an area where his family has been known for all 5 generations. His life and the life of his father and grandfather, etc., was shaped into a life of honor, honesty, consistency, and concern for his neighbors—not by rules and regulations but by the respect and peer pressure of those 5 generations. He expected to live there the remainder of his life, and his children expect to live there for all their lives. For them the social fabric is what determines their life and their response to it.

My bringing up was a little different. I went to 17 schools before I even started college. I was the new kid on the block for a great part of my life, and I found that order came not from the people that I had never met or with whom I'd never worked but from the institutions that surround me: schools, agencies, even police. In reflecting on that, I sometimes now understand why my livestock industry friend is so baffled about the way I approach life, and I understand better why I find his so strange to me. At any rate, the "L" in Roleids is to learn about your adversaries. Perhaps there is something about that, at least, makes them understandable.

A - is to Agree on some, however imperfect, technical measurement process. We simply can't continue to be changing the rules in the middle of the game. If we can agree on what progress is and how it can be measured, then, perhaps, some other disagreement can be put aside.

I - means Invert new requirements and make them useful. I think the environmental impact statement process that I mentioned earlier was a new requirement which should not have been resisted but should have been inverted or turned to your own advantage and everyone else's. We have to look at some of these things as new opportunities and invert them to our use, not treat them as some kind of onus that has no useful value.

Q - is to Drop dominant use attitudes under the language of multiple use. Most of the livestock industry never has really operated under multiple

use in the fullest sense of the word, but they are the strongest supporters of it until there is a multiple use that they have to contend with. Until that double standard is eliminated, there is going to be constant friction.

S - means Stop berating Congress, the courts, consumers, conservationists, columnists, colleges, etc. The public land livestock industry is a tiny minority. You can be proud and ambitious without treating others poorly. Unless we stop this kind of criticism, you're going to find yourselves always in the corner.

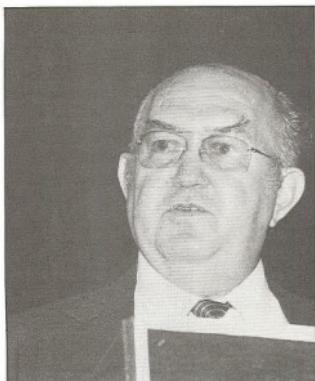
I know that some of you may not like my analysis or my diagnosis and that some may find my prescription of the "ROLAIDS" remedy worse than the disease, but with the understanding that I knew I had safe conduct, I give them to you with the bark off. Later on in the panel, I will be glad to answer any questions if I can. In the meantime, I should tell you that I've asked to have a taxi at the door so that I could make a quick get-away if necessary.



BILL TEMPLETON, Chief of Division of Rangeland Resources for Bureau of Land Management,
set up conference program and served
as a session chairman.

PERSPECTIVE: TO MAINTAIN A HIGH LEVEL OF
PROFESSIONALISM AMONG BUREAU OF LAND
MANAGEMENT RANGE MANAGERS

by
R. Paul Rigtrup



Paul Rigtrup, retired Manager of the BLM Phoenix Training Center, received his Bachelor's degree from the University of Idaho in 1949 and earned his Master's degree in 1952.

Career experience includes the following: High School teacher (speech and history) in Richfield and Burley, Idaho; Training Officer, U.S. Treasury, Bureau of Public Debt, Washington, D.C.

His association with Bureau of Land Management (BLM) began in 1956, when he became Training Officer, Director's Office. Other positions Rigtrup has held with BLM include: Operations Manager, Land Office, Cheyenne; Land Office Manager, Juneau, Alaska; Land Office Manager, Montana; Chief, Branch of Manpower Development, and Staff Specialist, Branch of Lands & Minerals, Denver Service Center.

ABSTRACT

In 1935, "Ferry" Carpenter told members of the appropriations sub-committee, "Give me forty ranchers, and I can run this outfit." They granted his wish. When he created grazing "advisory boards," that wish was granted. So ranchers, inside and out, dominated the Grazing Service through 1946.

By 1956 Grazing Service survivors occupied most key management positions at local and state levels, and by 1966 they were established at all management

levels as decision-makers. They had become the government officials who managed their part of government. The need for training in the theory and practices of government was becoming apparent.

The decade of the seventies brought enormous change: many range graduates lacked ranching experience; the environmental movement produced many new user or interest groups who insist on sharing in decision-making—permanently. A whole new set of skills and attitudes was created. And the family of "resource managers" was greatly expanded.

If the range scientist of the future is to remain competitive for top positions in BLM management, he must add to his range science, preparation for governmental management and for sharing the decisions about lands and resources with the rightful owners—the public.

* * * *

DECEMBER 1956 — In the first week of my BLM service I watched while a member of the National Grazing Advisory Board urged the Bureau Personnel Officer to assure that range positions in BLM be staffed only with men with ranching backgrounds "like Bob here." As he spoke he wrapped his arm around the shoulders of "Bob," a trainee who had recently come to Washington from Klammling, CO.

Later that day Bob laughed about that incident and told the members of his car pool that he left the city streets of Denver only when he went to Ft. Collins to earn a degree in Range Management. He was apparently sufficiently credible with the livestock industry that they believed he had grown up on a ranch.

SUMMER 1978 - During a series of interviews of young range professionals in ten selected grazing districts, we asked this question: "If you are out in the 'boonies' and you meet a rancher, do you wave and drive on by or do you stop and whittle sticks?" The most frequent answer: "We don't necessarily wave, but we do drive on by." When asked why they don't stop and pass time with ranchers, the young range "cons" typically answered "...because they don't want to talk to us." Why? "Well, because they think we grew up in the Bay area and went to Humboldt State."

SUMMER 1978 - The day we launched the Phoenix Training Program for BLM range professionals, a visiting rancher was speaking to that first class of range "cons." He started a sentence, "I don't know how many of you have ranching background..." He stopped in mid-word and scanned his audience. "I guess none of you have," he concluded.

These three incidents, spread over more than 20 years, all relate to an apparently permanent dilemma for BLM range professionals in so far as their credibility with the range livestock industry is concerned. The industry has expected ever since the days of "Ferry" Carpenter that the range professionals of BLM should understand and relate to ranching life as only a rancher's son could do. They have been consistently encouraged to feel this way by the Congress and the entire federal establishment. Like any other user group, they will always have a few extremists who feel that every issue or episode should be settled in favor of the rancher.

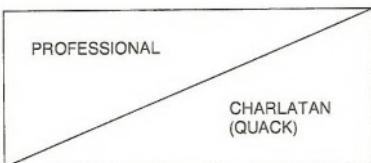
That rancher who saw no one with ranching backgrounds was relating to one item of dress: tennis shoes. We frequently see individuals who gain great credibility with the livestock industry even though they grew up on city streets and went to Humboldt State. No user group has been more tightly committed to images and appearances than the ranchers. During the decade of the 70's, the array of users multiplied so dramatically that it became impossible to satisfy equally the expectations of all user groups.

The livestock industry has every right to expect that BLM in the years ahead provide range scientists and managers who can listen to and understand the realities of ranching. Gone forever are the days in which every land-use decision can be resolved in favor of the grazing uses, but when decisions are made adverse to grazing uses, the

ranchers are entitled to know that the decisions were arrived at in even-handed and open processes and that grazing values were given full and fair consideration. I predict that this will be the most difficult dilemma to face the range professional of the future.

From 1969 to July 1978 the training program at Phoenix was called the Lands and Minerals School. Lands trainees were mostly people retreading from other specialties and there was no apparent need to counsel them about professionalism. Minerals trainees were either geologists or mining engineers, schooled in academic institutions which were totally committed to the private sector. No one educated these people for government service, and there were few, if any, who could advise them about their professionalism in government service. So we said nothing about it.

As we added the Range Program in 1978, and especially the Wildlife Program two years later, we were suddenly aware of a lot of concern about the nature of professionalism in government service. Before long we were prefacing these discussions with this concept:



We are all professionals, to some degree; but look carefully at the diagonal line, and you will notice that we are also, every one of us, part charlatan [quack]. The problem is simply to decide how much of each. We do this by defining the words.

If you ask a roomful of range cons or wildlife biologists to define their professionalism, they will quickly and predictably turn to that cluster of concepts which relate to credentials. They will refer to codes of ethics, memberships in professional societies, and, of course, to specific college degrees. They relate to motions they learned back on the campus. This is, of course, a respected and good way to define professionalism, but it does not complete the task.

When anyone raises the right hand and recites the oath of federal service, he takes on a new set of professional values. During the decade of the fifties the range managers of the Grazing Service moved, in amazing numbers, into field manager positions. During the sixties they moved throughout the entire management hierarchy. They were riveted

only by a smaller group of foresters from western Oregon. The picture became very clear: these two groups of resource managers were also managers of an agency of government. This is just as it should be. Many government agencies are managed by the professional groups most closely related to agency mission. That is often much preferred to management by administrative or management generalists.

The problem, then, is to find ways to assure that those who manage this part of government are qualified in the fundamentals and processes of government. Should we not expect government officials to understand such basics as due process of law, the distinctions between basic Bill of Rights freedoms and legal technicalities, the need for predictability and even-handed operation of government, the dilemma of ends vs. means. Compromise doesn't always mean selling out; sometimes - as in the view of Ben Franklin, it is a very high art. Understanding of these important aspects of government may hold the key to success in dealing with the livestock industry, as we discussed earlier.

Since involvement in these important issues begins early in the career and the development of habits and attitudes occurs throughout the career, the training about government should occur early in the career. It should be carefully designed and not haphazard.

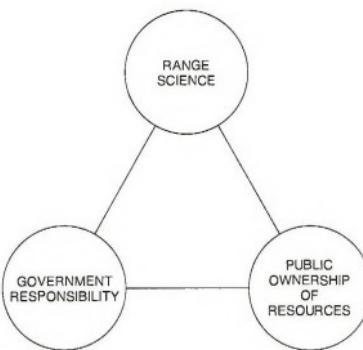
During the decade of the seventies another cluster of values emerged which were especially related to publicly owned lands and resources. It became obvious that the public, in its many faces, expects to be involved in the management process and usually with many competing or overlapping values in mind. This means, then, that the complete professional in resource management will be conversant with the fundamentals of many resource values. This will also require attitudes and skills which enable the "pro" to share the management process.

One set of values which should be much better understood by all is that related to minerals. It has been the policy and the law for many years - including the Taylor Grazing Act - that when mineral values are present, they are usually dominant and should be developed. This policy was clearly laid out by Ed Taylor in the Stockraising Homestead Act of 1916.

Even though the Taylor Grazing Act was an implicit admission of failure in stockraising homesteads, Congressman Taylor remained very proud of what the 1916 act had done for minerals, and he personally assured that the minerals policy was perpetuated in the Taylor Grazing Act.

Unless the professionals in the biological resources become better informed about minerals, they will continue to make shortsighted decisions which will be costly to all of us in the long run.

The professionalism of all public resource managers rests on three legs:



The truly professional range manager will need to be competent in all three! Only through this 3-way competence will the range manager be competitive in the quest for top management jobs where the competition today includes people from all the other resources and from the administrative and management groups.

Who is responsible for the preparation of future government resource managers? Ultimately, BLM must be responsible, but academe could help enormously. I have never ceased to refer back to a two-semester hour course in English Constitutional History at Idaho. It ties today's pesky legal technicalities back through the Bill of Rights, some of them all the way to Magna Carta. This can be done at Ft. Collins and Bozeman and Moscow - far more effectively than by BLM. Much of the fundamentals of government can be done more effectively in academe.

The needs related to publicly owned lands and resources are discovered daily "in the trenches." That means that BLM will have to do its own - most of the time - but with significant help from academe.

The challenge to future generations of government range managers will be staggering. We need to give them a lot of help. Maybe one of the best helps we can offer is to point backward to a rich and proud history that began with Ed Taylor, Ferry Carpenter, and fifty years of fantastic accomplishment.

FIFTY YEARS OF THE TAYLOR GRAZING ACT

by
Robert F. Burford

I know you all recognize it gives me a great deal of personal pleasure to celebrate the 50th Anniversary of the Taylor Grazing Act in the City of Grand Junction - not only because of the historical background that Grand Junction has as far as the Taylor Grazing Act is concerned, but also because it is my hometown.

I can remember the days before the Act, and as each one of us who does remember and for those of us who have been intimately associated with any one piece of range, we can recognize the things that have happened since the passage of that Act and the adjudication of those lands.

In anticipation of this anniversary celebration, I decided to brush up on my history and learned, much to my surprise, that the first grazing bill was introduced in Congress in 1889. Legislation was much simpler back then. That first bill, introduced by Senator Foster from the state of Washington, provided only for the leasing of the public lands for grazing purposes and to produce revenue for agricultural development. The only result of that first bill was to awaken discussion at every meeting of livestock growers in the West for the next few years.

The second grazing bill was introduced in Congress in 1905 by Senator Burkett of Nebraska. That bill went a little bit farther. It suggested that grazing should be controlled on public lands in the arid states and territories. It also authorized the President, with the consent of the governors of each state, to establish grazing districts that would be administered by the Secretary of Agriculture, who would collect reasonable fees for permits to graze.

In 1907, Senator Burkett introduced a new bill. It was similar to the first bill, but it did not require the consent of the governors [we had gotten away from cooperation]. That bill still referred to reasonable fees, but it did not define them. Seventy-seven years later Congress is still talking about reasonable fees.

The Senate held its first public hearing on grazing legislation that same year, in 1907, and the Chairman of the Grazing Committee of the American National Livestock Association presented this resolution:

Be it resolved that the American National Livestock Association, in convention assembled, does heartily endorse and approve the plan of the National Administration to classify and put to grazing any unoccupied public land under the control of the Department of Agriculture for grazing purposes under some system of lease or grazing permits, protecting the interest of all concerned and working an injury to none.

Although new bills to regulate grazing on the public lands were introduced every year, it was not until 1914, seven years later, that a second Congressional hearing was scheduled. Although western stockmen grazing both sheep and cattle appeared at that hearing before the House Committee on Public Lands to support the legislation, most of the committee members were opposed to any grazing legislation and refused to report the bill out.

The first bill to place administration of the grazing lands under the Secretary of the Interior was introduced in 1921 by Representative Sinnott of Oregon. That bill would have authorized the General Land Office to issue permits and to charge fees that would be based on rainfall - a half a cent an acre where rainfall averaged less than 10 inches a year and one cent where rainfall was above that amount. Other bills were introduced in 1923 and 1924, and the livestock industry continued to offer its support. It was probably the dust bowl and drought of the early 1930's that finally brought things to a head.

As most of us know, condition of the range as it exists today depends on your own viewpoint. For those of us who can remember back to almost 50 years ago and those of us who have conversed with our

parents and grandparents who knew things as they were in the early 1900's, the condition of the range is immeasurably better. Perhaps for some of you who look at it as only from the viewpoint of today, it does not look nearly as good.

I can remember conversing with a man who was familiar with the range back in the late 1920's and early 1930's before the implementation of the Taylor Grazing Act. Today we are seated not too far from the fieldhouse which is dedicated to the memory of that man, Earl Sonders. His statement was that in those days if you walked north of the Highline Canal [which is the largest canal to the north of us here], you could throw a rock any place on the range and you stood a 50/50 chance of either hitting a cow or sheep or sheep camp.

I think, unfortunately, that Sonders' statement was very true. This particular strip was a funnel through which thousands and thousands of sheep passed from the deserts of Utah to the mountains of Colorado, north toward Meeker and south, crossing the Gunnison River. And it was "beat out" not only by those transient herds, but also by the resident cattle. In the winter the farmers in this valley would turn their work horses loose to graze these lands to the north.

As a young man, and quite possibly up until 20 years ago, I cannot remember seeing any white sage anywhere on this desert from here to the state line. Today, white sage is very evident out there, as is rye grass and some of the other perennials.

Some things not mentioned, and I apologize for having missed some of them, but when the Forest Service withdrawals were first made, they were under the control of the Department of the Interior. There was no grazing and no timbering allowed on those withdrawals. It was not until the transfer of the Forest Service to the Department of Agriculture was achieved, engineered, or politically brought about by Gifford Pinchot [often referred to as one of the greatest conservationists of the United States] that grazing and timbering were allowed on the national forests.

I had not correlated something that my grandfather told me a long time ago that when he first took sheep into the Vele-Pando-Climax area, he did so in response to an ad placed by the Forest Service that there was free grazing in those areas if you herded to ship livestock into them. That change in attitude was brought about by Gifford Pinchot, who recognized that conservation meant wise use, as opposed to strict preservation.

A lot of people who oppose grazing and some of the other uses of the public lands, also cite Aldo Leopold. One thing they conveniently forget is that Aldo Leopold was someone who believed in the wise use of natural resources, and he believed in

curtailing uses by whatever means were necessary. If deer herds orelope herds or any kind of game herds became too large, to the point where they were demaging the range, he believed that they should be controlled by hunting.

He first came to prominence as a game and fish manager in the state of Minnesota. Deer had been introduced to an island in one of the lakes up there and had overpopulated it. Leopold advocated a reduction of approximately 50 percent. In the resulting storm, he lost his job, but went on to become one of the fathers of the environmental movement.

I think something all of you who are celebrating the Taylor Grazing Act should recognize is an attitude which was expressed by Brent Celkins, the last speaker on today's panel. It is an attitude which is becoming more prevalent among the general public. That attitude can be analyzed and attributed to possibly one thing - two generations ago 75 to 80 percent of the population was either on the land or one generation removed.

Today we are approaching the point where 90 percent of the population is starting to be two or three generations removed from the land. There is an urban attitude which does not understand, which gets away from the fact that if you don't control livestock or game or whatever the use and regulate it to its proper carrying capacity, that unrestricted use can destroy the resource.

I think a prime example of this is the inability of some of us who are range managers to do anything realistic about the wild horse and burro populations in the western United States. It's a highly emotional issue; yet when you take people out there and explain what is happening to the range, their attitude changes. But you cannot convince the general public that there must be control, not only for domestic livestock but also a certain amount of control on wildlife, wild horses and burros, and all other uses of the range. Because unrestricted use, even in wilderness areas, does away with exactly what wilderness areas are supposed to hold for us for the future.

Mr. Celkins also referred to something called trust. He said that you livestock people come forward and say "Trust me," and the general public does not accept that. I think that he's very correct. I think it is also a sad commentary on civilization, and I hate to keep referring to my grandfather quite so much; but he told me a long time ago that those people who are most vociferous and outspoken and against trusting their neighbors are the people you need to watch. I think that is still true today. Because we are a mobile society and have been a mobile society for the past 20 or 25 years, frequently moving from one place to another

does not tend to produce trust in your neighbors. For the last three or four years I've lived in Washington, D.C.; for the last two years I've lived in a small enclave of houses, and I cannot tell you the names of any of my neighbors.

This increasing urbanization leads to where, as Mr. Calkin said, the only way those types of people can trust in things is to institutionalize them. The ultimate institutionalization or regulation will be to say that this cow has to be watered at this stream on this day.

I don't think that's achievable, but I do suggest to you that regulation carried to its greatest extreme is one of the things that we should all guard against and that applies not only to public land managers but to the populace as a whole.

We look back on 50 years of public land management and some of you who have been in that public land management for a good part of those 50 years. I am a relative newcomer to the bureaucratic stage of it, to the government side of it; and I take a great deal of pride in what you've accomplished.

There were many difficulties faced by Farrington Carpenter and those first 20 employees as they started out to do a job on 42 million acres, which was later increased to quite a few million more. I don't think that problems they faced are nearly as diverse as those that are facing you field managers today. I think that they will be even more troublesome in the years ahead. At that time there was no National Environmental Protection Act, no Federal Coal Leasing Act, Federal Land Policy and Management Act, Historic Preservation, Endangered Species Acts I and II, and the other acts which bear on the uses of public lands.

There were very few people interested in the public lands except the people of the livestock industry and, perhaps to a limited extent at that time, oil and gas and the mining industry. Recently, the minerals industry has expressed a great deal more interest. They recognize that the great untraced oil and gas fields of the United States will be found on the public lands.

The public lands managers are going to have a tough job balancing those desires among the grazing people, the timber people, oil and gas and mining people, the environmental people, the wilderness people, the wildlife people, or recreation people. I think it will take a great deal of training in conflict resolution. There are a couple of examples which come to my mind where conflict resolution and compromise did a great job. That was the Arizona Strip Wilderness bill where the cattle industry, the mining industry, the oil and gas people, the Wilderness Society, the Sierra Club, and the Friends of the Earth got together, and with the Bureau acting only as a mediator and a moderator, achieved a

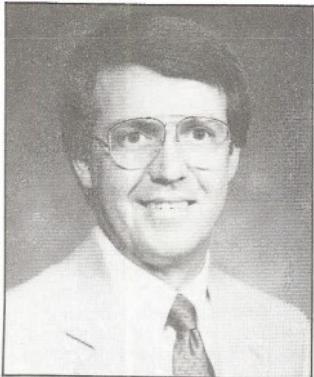
workable solution on that bill in the field. Now there have been some changes made in that bill since it got to Congress, and I stated when I first saw it that the bill would pass if it wasn't tempered with. Today, I'm not sure what will happen to it.

Another example which is closer to this area was a bill concerning oil shale development. Diverse groups interested in oil shale, including the commercial people, representatives of the counties, towns, and the environmental groups, finally worked out regulations under which they thought further oil shale leasing could be offered under environmentally sound, economically sound conditions. They took that bill to Washington, where it was immediately disavowed by the Washington leadership of the environmental groups who had no concept of what takes place on the ground.

It ultimately ended up in the resignation of the local state manager of the Friends of the Earth who probably knew more about the environmental effects of oil shale leasing, than anybody in the state of Colorado - a man for whom I had great respect although he and I disagreed sometimes rather violently on a lot of issues. But expertise does have to be recognized. I guess the point that I am trying to make is that we can work things out on the ground if we consider each other, if we consult with each other. Sometimes when things get back on a national level, politics sometimes kills the compromises that are achievable among people who live out here.

All of you, no matter what your persuasions are, must try to see that those equitable solutions are worked out here and try to get your elected delegates to go forward with those compromises and without change. The same will be true of the grazing fee issue which is something that concerns a lot of the participants at this symposium. You need to work out where you want to come from and work out something in consultation with some of your environmental friends - and you do have some environmental friends. There are some people in the Sierra Club, some people even in the Natural Resources Defense Council, that you can work with. Look to the type of resolution that has been achieved in the experimental stewardship program and see if you can't come forth with an approach which we can all buy and then take that approach to your elected representatives and see what happens.

I'm happy to have participated in the 50th Anniversary. I'm afraid I can't join you for the 100th, having made a prior commitment. I recognize that a lot of you will figure out various places where that might be, according to your persuasions. Thank you all for your participation, and I really enjoyed meeting and listening to your different viewpoints.



A REAL GOOD NEIGHBOR POLICY

by
Richard "Dick" M. Hartman

Dick Hartman was born in Luther, Oklahoma, and was reared in a rural environment, helping with his parents' general store and his father's cattle operation.

In 1970 he received his B.A. degree, with a double major in American government and American history, from Central State University in Edmond, Oklahoma. In 1975 he completed his Master's degree and accepted a position in the Wyoming State Planning Coordinator's office as a Natural Resource Analyst. After 2-1/2 years Hartman was appointed the State Planning Coordinator, having responsibility for initiating several intergovernmental coordinating committees, e.g., Local Government Coordinating Committee, State Rangeland Management Coordinating Committee, and the Governor's Recreation Action Team.

In 1980 he was appointed to the National Governors' Association Subcommittee on Range Resources, and in 1981 Hartman was appointed Chairman for the Wyoming State Rangeland Management Coordinating Committee.

The Award of Merit from the Wyoming Society for Range Management was received by Mr. Hartman in 1983.

ABSTRACT

The Taylor Grazing Act established the federal government as a force to be recognized in natural

resource management. However, it is not the only force at work. The private sector, as well as state, county, and municipal governments have a deep interest in resource management as well.

If management of our resources, both public and private, is to be intelligent and cohesive, then the parties responsible for that management must act in concert. The first step toward unifying resource management is communication. Communications are most effective on the interpersonal level.

The most significant impediment to improving intergovernmental relationships is the general lack of interpersonal communications. An atmosphere has been developing within which communications regarding natural resource decisions are carried out at arms length via regulations, memoranda, press releases, and even legislation. Those of us responsible for the wise use of all natural resources, not only rangelands, have insulated ourselves from each other with volumes of paper.

The solution lies in regaining an attitude of mutual concern and cultivating one-on-one relationships. What is needed is "A Real Good Neighbor Policy" that does justice to the term.

* * *

When the Taylor Grazing Act was passed, the federal government put itself in the position not only of regulator of the rangeland resources, but as

facilitator of sound management decisions. The events that preceded the act indicated that the users of the rangeland were unable or unwilling to cooperate among themselves to manage the range collectively. The involvement of the federal government in rangeland management through the Taylor Grazing Act was an attempt to resolve the conflicts among the competing users and provide for the orderly use of the resource.

The Taylor Grazing Act contains definite provisions for cooperation among the federal government and the other entities involved in managing the rangeland. The authors of this legislation recognized the necessity of a coordinated approach to range management. Unfortunately, this is a concept that has not yet been fulfilled. The situation that we face today is one of a diverse collection of public and private parties, each attempting to impose its own specific management scheme upon a resource that recognizes no political boundaries.

If the Taylor Grazing Act established the foundation for a coordinated management policy, we have systematically moved further and further away from that ideal. Virtually all of the subsequent legislation dealing with the rangeland resource, such as Federal Land Policy and Management Act (FLPMA), Public Rangelands Improvement Act (PRIA), and National Environmental Policy Act (NEPA), as well as agency planning regulations, consistently mention cooperation among the principal resource managers and users as a goal. However noble a goal it might be, it remains unrealized. Instead of embracing the opportunities available under these acts for coordinating management efforts, we have instead used the language contained in the other sections of the legislation to construct walls around ourselves and our own administrative domains. We have successfully insulated ourselves from one another with these volumes of paper to the point that communication is carried out through memoranda, regulations, press releases, litigation, and legislation.

The Bureau of Land Management deserves applause for the adoption of a policy of "cooperation, communication, and coordination" with the ranching community. However, the relationships with other public entities involved in resource decision making, such as state governments, county governments, and municipalities, need much improvement. While typewriters smolder and strain from overuse and postmen struggle under the burden of voluminous interoffice correspondence, very little true communication takes place among government agencies; and the situation of the rangeland remains unchanged.

I submit to you that intergovernmental relations can only be improved by improving interpersonal communications. This cannot be accomplished on

paper. It can only come about through talking to each other face to face. Public meetings, hearings, workshops, and forums are all good and necessary endeavors, but if one-on-one communication among the principals is missing, they are in vain.

There are, in reality, two meetings going on during our time together here. The first one is outlined in the very impressive agenda that we are formally addressing through a series of well planned and professionally delivered presentations. The second meeting is equally, if not more important, and occurs in the hallways, coffee shops, and lounges when we loosen our ties, roll up our sleeves, and talk shop. We feel a little freer to candidly discuss problems, find out what our colleagues *really* think, make deals, and trade jokes. This is where true, unfettered communication takes place, and we need more of this honest, informal, personal communication in our official intergovernmental activities.

There was a lot of discussion a couple of years ago about a "Good Neighbor Policy" between state and federal governments. Unfortunately, it did not develop into a real vehicle for communication and conflict resolution. Perhaps we in government can draw instruction from the private sector in defining a good neighbor policy.

One of the real and lasting strengths of the ranching industry is its sense of community. For the ranchers in Wyoming, neighboring is a way of life. They are few in number and, in most cases, live and work in remote, isolated locations. They have learned to rely on one another for help in all phases of their ranching operations. Labor, equipment, horsepower, and manpower are freely offered to a neighbor as the need arises. Where there is breeding to be done, livestock to be moved, or fences to repair, neighbors work side-by-side in a spirit of mutual concern. Information about markets, management techniques, resource conditions, and general range gossip is something to be shared freely over coffee at every opportunity. This good neighbor policy could be termed a voluntary association borne of necessity.

We representatives of the various levels of government are faced with a similar situation. The only way that we will be successful in coordinating our resource management is through just such voluntary association among ourselves. When we rely more on our creative skills of personal communication to convey our ideas, and less on the trappings of office, then we will begin to establish the atmosphere of cooperation, communication, and coordination that all of the legislative acts hinted at. The public servant who can accomplish this will be remembered as an effective instrument of the public will and not just as another bureaucrat who knew the

regs and could follow procedures. It should not be that difficult a task either.

As I mentioned, Wyoming is a small state in terms of population. A resource manager who wanted to shake the hand of every rancher in the state could do so very easily in the course of a year. During the same year, he could make the acquaintance of his counterparts in every level of state and local government and spend enough time with each to develop good, personal working relationships. He would even have enough time left to catch up on his paperwork.

We have adopted a philosophy in Wyoming state government that good interpersonal communications are the basis for improving intergovernmental coordination. We believe that management decisions must not be arbitrarily handed down from the top echelons of power, but that much of the impetus for resource decisions should come from the people who have on-the-ground experience and expertise. Governor Herschler has a staff position in his office whose responsibility is to maintain good communications with the users of Wyoming's rangeland resource and to make certain that their views are considered in policy development.

We also feel strongly that all levels of government need to act in a coordinated fashion when developing and carrying out resource policy. To this end, we hold monthly briefing sessions among governmental agencies and an annual Wyoming affairs conference aimed at improving intergovernmental coordination. However, much work remains in this regard.

I can best illustrate the scope of the work that remains to be done by mentioning a few instances where good communication was absent. The continuing controversies at Red Rim, the proposed oil and gas exploration at Little Granite, and the delays with the Wyoming Wilderness Bill are all examples of government agencies and the private sector working at cross purposes. I will make my case by asking you if these situations would have developed if all of the parties involved had made not only good faith effort, but extra effort to communicate with each other openly instead of merely barricading themselves in their offices and following administrative procedures. In all of these situations where communication was lacking, creativity was lacking also.

To draw this all together, let me share with you a very important idea put forth by John Neisbett in his book MEGATRENDS. Neisbett maintains that as technology and high-tech solutions to problems become more widespread, we will need to balance our reliance on these technologies with increased interpersonal contacts. The danger is that we will consider ourselves only as manipulators of information and will lose touch with each other as human

beings. You might consider this danger remote when dealing with something as basic as the rangelands of the west, but the information revolution is just as active in the arena of natural resources as anywhere else. Computer literacy will soon be as important for a range manager as a thorough knowledge of plants and soils.

If we are to ever provide truly comprehensive and coordinated resource management, we must begin now to improve our human communications with each other. We will then fulfill one of the primary functions of the Taylor Grazing Act, and we will fashion a good neighbor policy that does justice to the term.



From top to bottom: Kennon Richards, Colorado State Director, BLM; Wright Sheldon, District Manager, Grand Junction District, BLM; and Leonard Wilson, conference session chairman, were present for the anniversary celebration.

PERSPECTIVE: COOPERATIVE RELATIONS FROM A FEDERAL AGENCY VIEWPOINT

by
Robert M. Williamson



Robert M. Williamson became the Director of Range Management, USDA Forest Service in Washington, D.C., in February 1983. Prior to his appointment as Director, he served as Assistant Director of Range Management, Washington, D.C., for more than three years. He was Forest Supervisor, Gila National Forest, Silver City, New Mexico, from July 1974-May 1979 and from May 1974-June 1974, was Assistant Director of Range Management, Albuquerque, New Mexico. From April 1966-April 1974, he was a Staff Officer for program development and coordination for Range, Wildlife, and Watershed, Sitgreaves National Forest, Holbrook, Arizona. From September 1960-March 1966 he was District Forest Ranger, Coconino National Forest, Flagstaff, Arizona. From June 1958 through August 1960 he served in various assignments in Timber, Range, and Fire Management on the District Ranger's staff.

Mr. Williamson is a native of Kanab, Utah, and has a B.S. degree in range management from Utah State University. He is a member of the Society for Range Management and served as President in 1978.

Mr. Williamson and his wife Shirley have two daughters and one son. They live in Fairfax, Virginia.

ABSTRACT

Coordination of range programs are occurring at the national level. However, there is room for more meaningful coordination. Some ways that range program coordination can be improved are: (1) restrict actions to broaden program direction, (2)

technical coordination must be considered separate from the political pressures, (3) everyone needs to try a little harder to insure full coordination of policy development, (4) communications from national down to field levels must improve, and (5) we must be aware of policy actions that are taking place in related areas.

* * *

It is indeed a pleasure to be here this afternoon and participate in the recognition of the 50th anniversary of the 50th anniversary of the Taylor Grazing Act. I am especially happy to convey Chief of Forest Service Max Peterson's compliments for this very timely recognition of the establishment of what is now known as the Bureau of Land Management. Max regrets that he could not be here to participate in the program.

I have been asked to discuss intergovernmental relationships from the national perspective.

Some 5 years ago I arrived on the Washington scene. The first lesson that I learned was just how small the world really is. I found out that many of the concerns I had were shared by others working in the area of range management. I also learned that some of the problems that we had developed in the past were applicable to the problems that other agencies were trying to deal with. I also learned that problems were not solved at the national level, but perhaps we could give some meaningful direction that would facilitate the solution of problems at the local level.

However, I find that there was and still is a reluctance on the part of the agencies to capitalize on the experience of another agency. This is true of all agencies, including my own. This is especially true when Congress becomes involved. This may sound a little strong to some of you; however, I feel that there is room for a lot more meaningful coordination at the national level. Don't misunderstand me; we are doing a lot of coordination and will continue to do more. We just need to break down some of the barriers that are preventing us from doing a better job than we are doing. What are some of these barriers?

They are such things as inter-agency competition, inter-department competition, competition between individuals, and political influence from individuals, groups, and the Congress. I personally feel that this competition is good and part of the democratic process, but it has to be managed in a productive way. This is not always occurring, especially in a timely fashion.

All too often one or another agency is playing catch-up, finding itself on the defensive. In spite of all the negative that I have said, we are continuing to work at coordinating programs at the national level.

Now let me make some suggestions on how intergovernmental relations might be improved. First, I feel that we must restrict our actions at the national level to broaden program direction that allows maximum flexibility for decision-making at the local level. With this comes the delegation of authority to the lowest possible level in the organization, thus allowing maximum flexibility for dealing with site-specific problems to be handled at the local level. Broad direction at the national level includes legislative functions and administration policy. These must be coordinated; that is, policy with policy and legislative function with legislative function. That does not mean that they will be the same, but it does mean that agency policy will not be in direct conflict with policy of another agency, especially when they are coming from the same enabling legislation.

Second, the technical coordination must be considered separate from the political pressures. Once the technical coordination is worked out, then the political considerations can be inputted into the decision-making process. This is, perhaps, one of the most difficult areas in coordination at the national level. All too often the political influences try to direct the technical coordination. When this occurs, the local level loses the flexibility to solve local issues on their merit. However, I am convinced we can do a better job of not letting the political influences direct technical development. This is not to say that technical

advise cannot come through the political process, but when it does, it must be recognized as such and used accordingly. Nor am I saying that some decisions will not be political decisions because they will. When they are, they should be recognized as such and then implemented in a technically sound approach. In summary, we can say that a lot of individuals have trouble keeping the two separated.

Third, each of us involved in range management functions at the national level need to try a little harder to insure full coordination of agency policy development. This will require more day-to-day contact or just checking in now and then to see what is happening. By doing this, some cross-checking will occur that will help achieve a higher degree of coordination.

Fourth, communications from the national level down to the field level must improve. Also, the communications back-up to the national level from the field can be improved. All levels of the organization structure must be talking and accurately reflecting their needs. As with the other suggestions, this is occurring, but we can do a better job. One thing that is needed is the improvement of creditability between organization levels.

Fifth, let me make another point that is often not related to coordination, but is real if full coordination is need to keep something from happening. This may or may not be in the range management area. Another way of stating this is that to insure coordinated range policy, we must be aware of policy actions that are taking place in related area. We cannot wait for them to come to us but must make ourselves aware of what is happening and take the initiative to assure that range interest is protected. This in itself can become quite a challenge. However, it is a very important task that we at the national level must assume.

The future of livestock on public grazing lands is under our control. We, the public land managers, the producer, and those who have an interest in grazing lands, must work together at all levels to insure the proper use of these lands. Other than proper use cannot be tolerated.

In closing, let me assure you that we in Washington deal with very few new issues, but we are very good at dealing with old issues on a recurring cycle. These cycles appear to be predictable, and I sometimes feel that results are also. However, when I look back over what has occurred, I see a lot of progress and opportunities where range management programs can go in the future. These last two days have done an excellent job of documenting progress and identifying where we can go. Now let's all continue to work together to move forward with strong programs to build on what we have.



INTRODUCTION TO STEWARDSHIP PANEL

by
Jean Snider Schadler

Jean Snider Schadler was born in Lake County, Oregon, into a local ranching family. She attended the University of Oregon and graduated with a B.A. in journalism in 1968. From 1968-1973 she worked with OEO in Urban Planning and Community Organization in Portland, Oregon. Returning to Lakeview, Oregon, in 1974, she married Lonny Schadler of Schadler Ranch, Inc. Jean and Lonny have two children, ages 7 and 3. Since her marriage, Jean has remained active in community activities, particularly those pertaining to ranching and range management.

Activities include: Co-Chairman, Cowhead/Massacre Permittee Association; Secretary, Warner Valley Association [Private land owners]; 1980-present, Cowhead Massacre Permittee Representative to the Modoc/Washoe Experimental Stewardship Program Steering Committee; 1980-82, Chairman of Modoc/Washoe Experimental Stewardship Program; 1981-82, Agricultural Representative to the Susanville District Advisory Council; 1984-present, Member, California Cattlemen's Public Lands Committee.

ABSTRACT

A brief introduction to Experimental Stewardship Program [ESP] relative to progress of public-land management from Taylor Grazing Act of

1934 to present. Describes Stewardship as basis for future U. S. land-use ethic which embodies diversity of natural resource concerns as essential components of multi-resource management of the future.

* * * *

I went to open this panel discussion of Stewardship with a quick look back and a longing look into the future. We came to Colorado this week to celebrate the passage of a piece of legislation that symbolized a radical change of direction in the administration of America. The Taylor Grazing Act was a statement of an American land ethic that did not exist prior to 1934. The Act established the structure and procedure by which real people vying for use of real pieces of American property would settle their very real arguments. The Taylor Grazing Act established a landlord/renter relationship between the American government and the western ranchers. It signaled the end of the range wars. The Taylor Grazing Boards, the Grazing Service, and the Department of Justice were the rangeland professionals for several decades. Somewhere along the line, state game departments joined the team. The range gradually took on a controlled aspect. Allotment boundaries were set. Fences went up. State land-grant colleges expanded into research to increase the forage resources.

By the early 1970's the regulations under the Taylor Grazing Act were out-of-date. The principal players were no longer just the government, the ranchers, and the state wildlife guy. There were a lot of new faces. Many of them were concerned about grazing. They were excluded from the game by omission. The landlord government tried to address each new resource concern with separate legislation, organic acts, federal land management acts, endangered species, wilderness, and natural resource conservation acts. It was up to the land management agencies, somehow, to integrate all the resource directives Congress handed down. The agencies struggled to do so. They made almost every resource group mad in the process.

With the passage of the Public Rangeland Improvement Act of 1978 [PRIA], Congress created the means to define a new public land ethic. It envisioned massive capital investment to the public lands to meet the needs of the late 20th century. In Section 12, with the Experimental Stewardship Program, Congress established the means to administer those lands appropriate to the 1980's and beyond.

The Experimental Stewardship Program was as significant a piece of legislation for our day as the Taylor Grazing Act was for the 1930's. Simply stated, Stewardship means "taking care of another's property for the benefit of the owner." By 1978, the public [the owner] had many uses for the land. Some of them apparently were mutually exclusive. The Stewardship concept says every public land resource is valuable. It says every player has a place at the table. It embodies diversity through consensus. Stewardship makes GOVERNMENT a partner with its former consumers. It is a new govern-

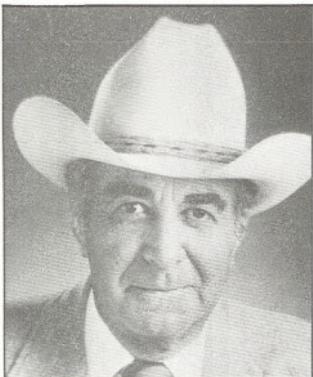
ment/people relationship. It can signal the end of today's range war among public land users.

It needs only a commitment to the concept within the managing agencies and an open invitation to all local resource professionals who want, or are needed, to participate in land planning and management. The structures and procedures developed under the ESP are applicable to any natural resource management issue. We have used them to solve bitterly emotional grazing problems and to address less volatile issues, such as land review for wilderness suitability. The procedures do not require a crisis for impetus nor a unique mix of personalities for success. Stewardship procedures make real people out of bureaucrats, environmentalists, and cowboys. Stewardship provides the incentive for each participant to become more knowledgeable, more conciliatory, and more visionary. When Stewardship or coordinated planning groups make management recommendations based on advice from knowledgeable, experienced, technical field people, the combination is unbeatable. Stewardship addresses the theoretical, technical, political, and logistical aspects of integrating diverse resources and people into a manageable program that meets clearly defined objectives. It rewards the environmental groups, wildlife agencies, conservation organizations with progress toward resource improvement or protection. It rewards the rancher, miner, logger, and county government with a predictable program upon which business and government decisions can be made.

I see Stewardship, or coordinated, cooperative planning, as the proper administration of America's land for the coming decades. My guess is, if the architects of the Taylor Grazing Act were playing the land-use game today, they would be promoting and participating in Stewardship.



Conference session chairman included Peter Jackson, Don Dwyer, and Frank Gregg.



COORDINATED RESOURCE MANAGEMENT

by
John D. Weber

John D. Weber is President of the National Cattlemen's Association [NCA], the national spokesman for the beef cattle industry, representing 230,000 professional cattlemen [including members of 69 affiliated state cattle and national breed organizations].

Weber served in 1983 as President-elect of NCA and as 1st Vice President in 1982.

Weber has cow-calf and yearling operations in northeastern California and northwestern Nevada. The home ranch is near Alturas, California.

An animal husbandry graduate of the University of California at Davis, Weber has been active in cattle industry affairs in California and nationally. He has served as President of the California Cattlemen's Association, Regional Vice President of NCA, Chairman of the NCA Public Lands Committee, President of the Public Lands Council, and member of the California Beef Council.

In 1974 Weber received the California Livestock Man of the Year Award from the California State Chamber of Commerce. In 1975 he received California Farm Bureau's award for distinguished and meritorious service to agriculture.

He and his wife Mary have four children.

ABSTRACT

The experimental stewardship approach to resource management is working. There is a growing

trust among government agency personnel and user groups. To make the plan successful there has to be developed a sound workable monitoring program which is consistent over a long period of time. There also must be a commitment to the plan over the long term. With cooperation and commitment, there can continue to be accomplishments in terms of wildlife habitat, archeology sites, reduced soil erosion, improved water quality, provision of aesthetic values, and provision of more livestock forage.

* * * *

On behalf of the National Cattlemen's Association, I congratulate the Department of Interior on its 50th anniversary celebration of the Taylor Grazing Act.

My father was an original permittee under the Taylor Grazing Act. These permits have been in our family for 50 years.

I was a young boy at the time the Taylor Grazing Act was enacted. I remember vividly those years--those were the years of drought and depression. I remember, as a small boy, helping move cattle to find grass and, hopefully, good water. At that time I really didn't care much who owned or managed these lands. We were just trying to survive.

I realize today that the Taylor Grazing Act was the major land act of the West in this century.

At the time the Taylor Grazing Act was enacted, the federal government was hard-pressed to develop a management system for interior public lands. These were the lands that were left over from other land acts. Nobody seemed to want them. They were distorted by trespassers who ravished the lands as if there was no tomorrow. Their feeling was that if they didn't use the lands, someone else would.

As a result of the problems, the Taylor Grazing Act was passed. The federal government asked local livestock operators to cooperate with the government in developing a management program.

The grazing system was based on the concept that if a local livestock operator had enough deeded crop and rangeland to take care of his livestock while not grazing on public lands, he was issued a permit to have a certain number of cattle graze on public lands for a certain time. Local livestock advisory boards were established. The boards, along with government land managers, put the grazing system together and controlled it. The Taylor Act was successful in starting the long recovery of our western grazing lands; it also helped stabilize the economies of the rural communities of western America.

Today, livestock operators who have public lands grazing permits are criticized by many persons as being subsidized by the government. The critics say grazing should not be allowed on public lands. We take offense at this. We feel we have had an historic role in restoration of the western rangelands, and we have valid agreements with the federal government which, we feel, still stand today.

This brings me to the subject I am supposed to talk with you about today: "Coordinated Resource Management—Advantages to Livestock Management and Production from Public Lands."

There is much coordinated resource management going on on public lands today. I will limit my remarks to the experimental stewardship approach with which I have been involved in California and Nevada.

There is an old saying, "If you do anything the same way long enough, you will eventually be doing it the wrong way." This has held true in the cattle business. Today our consumers' demands are changing. Their lifestyles are changing. They are demanding different beef products, including leaner and more convenient products. If we fail to meet the new trends among consumers, our business will not be profitable. Yes, we must do things differently.

I believe the same principle holds true in resource management of our public lands ranges. The Taylor Grazing Act has served its purpose well, up to this point, and I am sure it will continue to

serve us in the future. But, not unlike the cattle business, there are changes taking place in the range resource management business.

Consumer demand for our public lands resources has changed. The livestock industry is demanding better production from federal lands. Other public land interest groups are demanding more input in public lands management. Changes are taking place.

Is there a better method of resource management on public land in order to meet the changes? I believe there is. There has to be. That is why we are here today—discussing, in this panel, coordinated resource management.

The experimental stewardship approach, I believe, was designed to meet changes in public land resources. I believe Congress had this in mind when it passed Sec. 12 of the Public Lands Improvement Act [PRIA], which allowed the chartering of experimental stewardship areas. Congress said that maybe there were different and better ways of resource planning in order to meet changing demands of our resource users. Members of Congress said to go out and try new and innovative ways of resource planning and then report back to Congress in December of 1985.

Through my past three-year involvement with the Modoc/Washoe experimental stewardship program, I have been encouraged about what has happened.

First, with all user groups' interests represented—including the Bureau of Land Management and United States Forest Service—a feeling of trust among one another has been reestablished. This has come about by all groups sitting around the same table and by getting out on the ground, discussing each other's concerns and interests.

Second, we were able to establish allotment management programs that everyone could agree upon. These programs satisfied all interests—wildlife groups, archeologists, wild horse supporters, service clubs, and so on. We were able to go ahead with the plans, putting the money on the ground and not into some lawyer's pocket.

Third, we have, in almost every case, allowed the same number of livestock to be grazed in the stewardship area as were permitted before the environmental impact statements were prepared. This has been done through new water development, sagebrush spraying, reseeding, and fencing. It looks as though we are accomplishing what we set out to do. Most important, we found out that all interests can be compatible when the groups work together and trust one another.

Fourth, another plus was that, for the first time, the Bureau of Land Management and the Forest Service worked together in solving resource conflicts. Their impact has been vital to the success of our stewardship program. Without their support

and cooperation we would not have had the success we have had today.

We have experimented with "after-the-fact billing," 50 percent credit on grazing fees, cooperative pooling of money between ASCS-RCD [Agriculture Stabilization & Conservation Services-Resource Conservation Districts] and SCS [Soil Conservation Service] when private and federal land are intermingled, and herding of livestock vs. fencing—all with a degree of success.

Where do we go from here? Hopefully, we can establish new range practices that are sound and will be adopted by the agencies as standard resource management practices. We are hoping that Congress will authorize the extension of the Stewardship Plan beyond 1985 and also will grant authority for additional stewardship experimental plans.

I believe our accomplishments, so far, are significant. We have:

1. Improved wildlife habitat.
2. Preserved valuable archaeology sites.
3. Reduced the rate of soil erosion.
4. Improved the water quality of streams, i.e., fish habitat.
5. Provided aesthetic value to the public.
6. Provided more livestock forage.

Some of my concerns about stewardship after three years are as follows: I am concerned about the lack of funds appropriated to public and private range resources. All of the interested persons involved in stewardship allotment management plans are committed to make the plans work. Failure to have funds to carry the program forward could result in just another good plan fallen by the way-side.

I am concerned about development of a sound workable monitoring plan. To carry out the intent of an allotment management plan there has to be a monitoring plan which is consistent on a year-to-year basis.

In closing, I would say that the stewardship approach is working. Once again there is growing trust among agency people and all users. Ranchers are once again willing to put money and effort into their allotments. However, the stewardship concept is fragile. It lives on trust. If the time comes when federal representatives, state agencies and/or specific interest groups allow that trust to be exploited or abused, the program will fail.

If you want a stewardship program to be successful, you must commit yourself to the long pull. The men and women of the Modoc/Wallowa have done that. Many have put their careers and popularity on the line. Many have given up power for progress.



STEWARDSHIP, COOPERATION, AND COORDINATION

by
Robert C. Baum



Robert C. Baum, Pacific Regional Representative, National Association of Conservation Districts (NACD), was born in LaGrande and reared in Union County, Oregon. He is married and has three married daughters. He received his B.S. degree in agriculture economics at Oregon State University and has done graduate work in public administration.

From 1949-1952 he served as Office Manager, Clackamas County Production and Marketing Administration, U.S. Department of Agriculture. He became Director of the Oregon State Soil and Water Conservation Commission in 1952 and served (with a brief intermission) until July 8, 1971. For 16 months in 1956 and 1957 he served as Executive Secretary, Oregon Governor's Committee on Natural Resources.

A recipient of the American Motor National Conservation Award in 1961, he also received the Distinguished Service Award of the Oregon Association of Conservation Districts in 1961.

He represented soil and water conservation for five years as a member of the Bureau of Land Management (BLM) Advisory Board Council by appointment of the Secretary of Interior; he was a member of the BLM Multiple Use Advisory Board for Oregon for 15 years.

He is a Past President of the National Association of State Soil Conservation Administrative Officers. He also was a member of the Corps of Engineers' Shoreline Erosion Advisory Panel.

Baum has held numerous offices in the Soil Conservation Society of America (SCSA); Oregon Chapter President, Western Region Council Member, Chairmen of the Outdoor Recreation Division. He was awarded the grade of Fellow of the Society in 1973. He served as 2nd Vice President, 1st Vice President, President-elect, and was International President for 15-month period in 1981 and 1982.

ABSTRACT

A review of the activities of "pilot" soil conservation districts, beginning in 1951, and their work with the Bureau of Land Management and others in range improvement is made. Illustrations are used from the Northeast Elko Pilot SCD (Soil Conservation District) of Nevada and the Lengell Valley Pilot SCD in Oregon. There is also discussion of the Coordinated Resource Management Planning (CRMP) process and its successful use in western states. It is noted that this process is being used in the BLM and U.S. Forest Service (USFS) Experimental Stewardship Programs as well as in many of the western public-lands states where intermingled public and private lands exist. It was suggested that greater use needs to be made of this CRMP process in other areas than those concerned about livestock grazing. An example was given of a successful CRMP in Oregon which involved logging,

road building, protection of anadromous fisheries and water quality. The point was also made that we need to obtain greater appreciation by the public of the many values of rangelands for recreation, wildlife, and watersheds as well as for production of food and fiber.

* * * *

The program lists the panel topic as "stewardship." My comments will also include cooperation and coordination. Having spent over thirty years working with local soil and water conservation districts and observing their stewardship philosophy, I thought it would be appropriate to draw some parallels from this experience, parallels to the objectives of the Taylor Grazing Act that we have been talking about the last two days.

I will also discuss CRMP, a stewardship philosophy that when used properly has been very successful in areas of intermingled public and private lands and areas where many resources, resource interests, and resource managers are involved.

In discussing the stewardship efforts of conservation districts, it is interesting to note that those involved with soil conservation are also observing 50 years of special emphasis of conservation efforts of the USDA Soil Conservation Service on the private lands of the United States. The organization of the nearly 3,000 local soil conservation districts and their close working relationship with the Soil Conservation Service since the late nineteen thirties is well known.

Cooperative relations between soil conservation districts and the Bureau of Land Management and other public-land agencies was expanded in the early 1950's when the National Association of Conservation Districts adopted a resolution calling for a "Pilot Conservation District" in each state to develop closer working relations with public-land management agencies and expand conservation activity on the public lands within their district boundaries. In referring to the Pilot Districts I will quote some history from the Northeast Elko, Nevada, and the Lengell Valley, Oregon, soil conservation districts.

A Public Lands Committee was appointed by the National Association of Soil Conservation Districts at their annual meeting held in Oklahoma City in February 1951. The purpose of this committee was to develop a coordinated program for the conservation, utilization, and development of public and private lands in the soil conservation districts in the western states. The following resolution was passed by this committee at their February 21, 1951, meeting: "It is hereby resolved that a comprehensive plan for proper conservation of all lands within one soil conservation district in each state

be formulated and that this committee, the National Association, and the public agencies involved, endeavor to secure the necessary funds to carry out this plan."

As a result, the NACO Public Lands Committee agreed to select one soil conservation district in each of the 11 western states as a test or "pilot" district to show what might be done on a coordinated program of development, proper utilization, and conservation of the public as well as the private lands.

The Northeast Elko SCD was selected as a pilot district for Nevada by the Public Lands Committee of the Nevada Association of SCD's in April 1951.

The basic objective of the program was the development, proper utilization, and conservation of all lands within the district in accordance with their capabilities. In responding to this selection, the Board of Supervisors of the Northeast Elko SCD stated that, as a Board of Supervisors, they would discharge the responsibility, which must be assumed by users of the public and private lands, if this program is to be successful. They stated they believed more important phases of their responsibility to be the following:

1] Provide leadership for the land users within the district and provide a satisfactory means for these users to express themselves in connection with the further development of the program and to provide the necessary coordination for this expression.

2] Provide leadership for, and cooperation with, the public service agencies who will be working with the district and to provide the means for the necessary coordination between these agencies to facilitate the development of the program.

The list of cooperating agencies represented on the Northeast Elko pilot district administrative committee is interesting as it is about the same group Districts are working with now. They were as follows:

- 1] Northeast Elko SCD
- 2] Bureau of Land Management
- 3] Forest Service
- 4] Soil Conservation Service
- 5] Fish and Wildlife Service
- 6] Nevada Fish and Game Commission
- 7] State Department of Agriculture
- 8] Production and Marketing Administration
- 9] Office of the State Engineer
- 10] Nevada State Farm Bureau.

In addition, they had the following organizations cooperating in an advisory capacity:

- 1] U. S. Indian Service
- 2] Agriculture Extension Service
- 3] Agriculture Experiment Station
- 4] State Highway Department

- 5) Elko County Sportsmen's Association
- 6) State Soil Conservation Committee
- 7) Farmers Home Administration
- 8) Eastern Elko County Rod & Gun Club
- 9) Elko Grazing District Advisory Board
- 10) The Elko County Commissioners.

A committee of resource people was selected to develop and assemble information on the resources of the private and public lands within the district. The land use recognition section stated that the major agricultural interest in the district is the production of livestock, with cattle predominating. The second most important interest is the production of wildlife. The bulk of the harvest is composed of deer, with fish, fowl, and upland game contributing to the sport in varying degrees. The majority of the district is an important watershed—valuable and necessary to the ranches within the district as well as materially affecting the livestock and agricultural operations at lower elevations in the Humboldt and Snake River drainages.

Based on the surveys of conditions within the district, the following projection was made: "Increases in production will accrue over the 35-year period for which the program is to extend and at the end of the period will have reached a point of sustained annual production. The following production increases, therefore, represent the increased level of production to be attained based on the present standard and not the accumulated benefits derived over the 35-year period. It is estimated that overall production can be increased approximately 57,250 tons or 50 percent on cropland and 180,371 AUM's (animal unit month) or 88 percent on rangeland."

An interesting footnote to this effort is found in the 17th Annual Proceedings of the National Association of Conservation Districts meeting held in Denver, Colorado, in February 1963, in a statement by Secretary of Interior Stewart Udall that recognized the pilot conservation district effort in Nevada, as follows: "A unique approach to land management was born. District supervisors knew the job to be done couldn't be accomplished piece-meal, with every land owner and each government agency going its own way.

A common land management program was devised by a combination of agencies—the Bureau of Land Management, U. S. Fish and Wildlife, U. S. Forest Service, Soil Conservation Service, Nevada Fish and Game Department, and the Nevada State Department of Conservation and Natural Resources working with the private land owners in the district. They mapped out a 35-year program based on a careful study of what could be accomplished.

In 1961, 10 years after the inception of the project, range conditions had improved 20 percent;

10,000 acres of private and 60,000 acres of federal rangeland had been seeded to dry climate grasses; many miles of new ditches and flumes had been built; sprinkler irrigation had been started for thousands of acres where flood irrigation is not practical and hundreds of miles of fencing had improved management of range grazing.

It would be interesting to hear a report on accomplishments at the end of their 35 year goal, which would be 1987.

The Elko, Nevada group documented their progress with a film titled "Grazing the Elko Way" narrated by actor/rancher Jimmy Stewart. If desired, the film may be obtained from the NACD Environmental Film Service, P. O. Box 776, League City, Texas, 77573.

The stewardship philosophy of the people in the Bonanza-Langell Valley area near Klamath Falls, Oregon is well known by those familiar with the history of the formation of grazing districts. The activities of the Southern Oregon Stock Raising Association, organized in 1933, placed them in an excellent position to be selected as grazing district number one in the United States following the passage of the Taylor Grazing Act.

The March 1952 issue of the Klamath FALLS HERALD and NEWS carried special articles on the activities of the Oregon Pilot Conservation District. These articles were written by Hale Scarborough, who apparently did considerable field research before writing his series of five articles.

In the newspaper article in the March 28, 1952, edition, he noted that the idea for a pilot district was conceived some years ago at Elko, Nevada, and was just organized a few months ago in the Langell Valley Soil Conservation District in Klamath County.

He stated that "The whole idea is to try and prove to the federal, state, and county agencies having land within the soil conservation district that what private operators can do the public-land owners can do also. Just laying out the proof is hardly enough; pressure might be needed and used to get better resource management practices put to work on the public lands." An editorial comment is that we are finding the same opposition from certain departments of the Executive Branch of the federal government who are concerned about expenditure of funds. He states, "Opposition is bound to come up, particularly on the point that the aims of the program would mean considerable expenditure of government money, with the early effect of benefiting only a few. Improvement of government grazing land, for instance, paid out of public money, would give immediate benefit to only a few persons having a permit to run cattle and sheep on the government's grazing land."

He continued to point out that "a detailed program has been developed by the officers of the Langell Valley District for improvement of both private and public holdings within the district, but that there remains a selling job to get the improvements instituted. Most of the public agencies involved, among them the Bureau of Land Management and the Forest Service, seem to look upon the endeavor favorably, but whether the agencies can get money budgeted for the improvements they will be asked to make is another story."

The preceding quotation could be used today to describe some of the reactions to efforts to obtain range improvements funds.

In the fourth newspaper article on March 27, 1952, Scarborough states that grazing land plays a big part in the development of the conservation district. He notes that a major federal agency involved in the Langell Valley pilot district is the Bureau of Land Management and that the Bureau administers in the Bonanza Grazing Unit about 150,000 acres of land.

Scarborough reported that the Langell Valley proposed program for development of federal and private rangelands within the Bonanza Grazing Unit included the following objectives: "improving soil and water conservation, increasing production and quality of resources, putting the utilization of the resources on a sustained yield basis, and promoting multiple use as far as is commensurate with good resource management."

"In other words," he wrote, "BLM should institute practices to get better stands of grasses for grazing so the land will afford forage for more animals, thereby obtaining more return from grazing fees. Also, it should manage the timber resource better; increase the use of mature and overripe timber; reduce losses to insects, disease, fire, and windfall; control erosion; and get its timber in that area on a sustained yield basis to raise the value of the stand and returns from timber sales."

Continuing on with our stewardship theme, we find in the last of the series of five articles dated March 28, 1952, "Through all the planning, too, must run an undercurrent of realization of the value of the forest, hills, lakes and streams and recreation—fishing, hunting, and camping. The economic value of the streams, woods, and primitive areas to this country is incalculable."

The article stated that "the Langell Valley pilot district happens to encompass some of the West's most favorable hunting and fishing grounds, stocked naturally with thousands of deer, considerable and growing numbers of pheasant, quail, sage grouse, beaver, muskrat, mink, migratory birds, and game fish. Much of the so-called interstate deer herd seasonally crosses from Oregon to California

and back over lands of the district...and even in winter, the deer population is considerable. Some of the West's most popular deer hunting grounds lie within the district. In fact, if an arbitrary value of \$125 was placed on each buck killed within the district, the 1950 hunting season harvest would be worth better than \$30,000."

He went on to point out that the district also has from 500 to 600 pronghorn antelopes that range in the sagebrush flats around Gerbar Reservoir so the Oregon Game Commission and the Fish and Wildlife Service also have a great stake in this program.

Scarborough concluded that the formula has already been proven on private holdings. "Treat your land well and it will pay you back many times over."

"The job at hand for the Langell Valley pilot district is primarily one of selling, getting the various government agencies involved interested."

"Its best recommendation is that it has a very good product to sell—the promise of a fertile future."

The conservation districts have also worked closely in many areas with the Bureau of Land Management in the development of what we call Coordinated Resource Management Plans. While this is sometimes referred to as CRMP, I prefer to refer to the process as CRM, as the word "planning" seems to have a negative connotation for many people who think we are over-supplied with plans and short of implementation.

The definition of CRMP as listed in the April 1, 1984, Revised Memorandum of Agreement for the state of Oregon is as follows:

"Coordinated Resource Management and Planning is a process by which resource owners, managers, and users working as a planning team, currently develop and implement plans for the management and use of all the major natural resources and ownerships on a specific area. The CRMP often implements broader land-use decisions made in high level plans such as county comprehensive plans, National Forest Land and Resource Plans, Bureau of Land Management Resource Management Plans, and soil and water conservation district long-range programs. Resource problems are seldom confined to single ownerships, resources, or resource uses. To resolve or prevent such problems, it is beneficial to use an approach which involves the various disciplines, agencies, and users working together from beginning to end, to develop the rationale upon which decisions are based. Resource owners and managers do not abrogate their authority and responsibility to make final decisions, but they make these decisions after listening to the viewpoints and experiences and opinions of others. This is the Coordinated Resource Management Planning process."

The CRM plan considers all major resources and uses of the planned area and integrates them into a single, unified action program of use and management which minimizes conflicts and is consistent with land capabilities.

The National Association of Conservation Districts has long supported the concept of Coordinated Resource Planning. NACD recommended—and we were advised by the Forest Service and Bureau of Land Management that their stewardship programs would use—the CRM process.

NACD participated in the development of the Memorandum of Agreement between BLM and SCS that was signed in 1971. We also assisted with—and endorsed—the revision number two, dated January 1975, which added the U.S. Forest Service. NACD staff, as well as the NACD Public Lands, Pasture, and Range Committee participated in the revision of the agreement dated November 1980 which was expanded to include the USDA Extension Service.

In the 1984 NACD policy booklet, a portion of NACD policy supporting CRMP is as follows:

"We support the concept of Coordinated Resource Planning as outlined in the national Memorandum of Agreement signed by the Bureau of Land Management, Forest Service, Extension Service, and the Soil Conservation Service and dated November 1980. This concept is also supported in the Public Rangelands Improvement Act of 1978, calling for a cooperative management project designed to foster better federal-state-private coordination and cooperation in range management."

This position was further strengthened by a resolution adopted by the NACD Council at their February 1983 convention, in New Orleans, stating:

"NACD is concerned that the Coordinated Planning and Range Stewardship Programs are not being implemented at a rapid enough rate to maintain or improve the conditions of the nation's public lands, despite passage of the Public Rangeland Improvement Act. Congress should press the administration and public management agencies to give these efforts a higher priority."

NACD did not expect the public range management agencies to do the job alone. Another paragraph in the NACD policy extends the challenge to conservation districts, as follows:

"We encourage conservation districts to provide leadership in coordinated planning and ask state soil conservation agencies, SCS, USFS, and BLM to give it high priority and cooperate in determining principles and objectives relating to resource conservation, use, and development; and coordinate their efforts toward proper planning and management of public land with adjacent private lands."

Further background on this effort includes a meeting in Denver on March 19, 1979, sponsored by

the Society for Range Management [SRM] and the National Cattlemen's Association [NCA], which included other non-governmental organizations dealing with natural resources. The National Wool Growers, the National Association of Conservation Districts, Public Lands Council, and the Western Universities Coordinating Committee participated with NCA and SRM. This group's purpose was to identify areas of common interests where these groups could cooperate to bring about needed attention to pressing rangeland issues. There was agreement reached on about 30 current topics; out of these, 10 were identified as top priorities. Among these was the need to expand the philosophy and use of Coordinated Resource Management Planning to those states where it was not being used.

The NACD Public Lands, Pasture, and Range Committee and the SRM-NACD Committee for CRM have been helpful in getting CRMP institutionalized in the U. S. The states of Oregon, Washington, Nevada, California, Arizona, Idaho, Montana, New Mexico, South Dakota, Utah, and Wyoming have CRMP memos of understanding at the state level, which include the four signors of the 1980 federal memorandum plus other federal and state agencies, as appropriate.

Recognition of the need for cooperation and coordination is represented in the language of the Forest and Rangeland Renewable Resources Planning Act of 1974, the National Forest Management Act of 1976, the Federal Land Policy Act of 1978, and the Public Rangeland Improvement Act of 1978. The 1982 Secretary of Agriculture's Memo 9500-4, Item 3G, Policy on Range, is also a good supporting statement for CRMP.

The CRMP process has also been implemented outside the U. S. The Canadian provinces of British Columbia and Alberta have considered and used the CRMP process in resource programs. The Canadian renewable resource ministers are reported to be more directly involved in the CRMP programs than are the comparable public officials in the U. S. We also find that British Columbia and Alberta have made funds available for the public land improvements which have helped to expedite the application of conservation measures.

As well as this philosophy has succeeded in some areas, there are others where it has not been as successful and many places where it should be used where the process has not even been considered.

CRMP is generally equated only with rangelands and intermingled areas of public and private land ownership. Special effort is needed to correct this concept.

Public lands states have been prominent in the development of programs in range areas because of the existence of multiple-use management problems and private and public land interdependency.

However, the national Memorandum of Understanding does not imply that CRMP is any more related or applicable to rangelands than to any other kinds of land or resource problems.

It has been proven that the basic CRMP philosophy and process is applicable wherever several kinds of resources and resource uses need to be managed jointly, irrespective of whether public lands are involved. Obviously, CRMP is very useful where public and private ownerships are interdependent; where several landowners and resource managers need to work in unison to resolve a common problem or achieve individual unique as well as common goals.

In Oregon, for example, a very successful 10-year-old CRMP involves a coastal watershed in which forestry, fisheries, wildlife, road-building, and recreation [no livestock grazing] are the major concerns that were coordinated on public and private lands. Another example, in Wallowa County, Oregon, finds SWCD directors and farmer cooperators using the CRMP process to develop their highly successful no-till program—all on private cropland.

You might ask, "What does all this have to do with stewardship and the 50-year observance of the Taylor Grazing Act?"

I have tried to identify the common thread of philosophy and objectives that linked the pilot soil conservation districts, the Taylor Grazing Act, and the following authorities of the Bureau of Land Management and Coordinated Resource Management supported by NACD and conservation districts.

We are concerned about the lack of a strong commitment for initiation and application of this CRMP process. We see a great variation between agencies as well as within agencies. The variation ranges from enthusiastic involvement to passive resistance or total disregard. The degree to which the CRMP process is accepted and used apparently depends on the personal attitudes of individuals and at various levels.

We see a need for each federal agency to specifically promote the CRMP process and incorporate it as appropriate throughout the agency's activities and organization.

At this assembly I would issue a special invitation to the Bureau of Land Management and others participating to support the CRMP process. NACD continues its support.

The National Association of Conservation District's President, Bud Mekelburg, Yuma, Colorado, has written letters to all 50 state association presidents supplying them with a copy of the 1980 Memorandum and urging that their state association promote CRMP within their state. We have also supplied each state with copies of the State Memorandum from the states of California, Nevada, and Oregon, as examples they might wish to follow.

We could make a great step forward in our efforts toward stewardship of our natural resources if we would expand the CRMP agreement to every state and get people to understand that this concept can be used to great advantage in situations where a number of different interests are involved in resource management. This certainly describes the situation and most of the land that was first targeted under the Taylor Grazing Act.

Like many of our natural resource programs, we also need funding for implementation of the CRMP objectives. A continual problem has been a lack of funding for the public management agencies to do their share of improvement work agreed to in a coordinated plan in a timely manner.

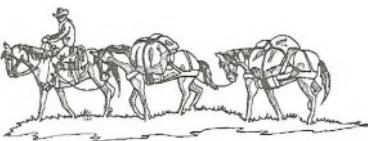
We need coordination, cooperation, and compromise—NOT LITIGATION.

We don't need confrontation and accusations for the purpose of expanding membership in special interest groups!

We need continued and expanded cooperation and fewer turf battles between agencies—especially at the local level.

A final comment relating to our rangelands in general is that there is a need which those here understand, but many do not, and that is the need for proper appreciation of the values of the numerous rangeland resources. In line with our discussions here, the public needs to understand the values of our rangelands as a watershed and as a recreation and scenic area as well as a source of food and fiber. Too often, rangelands are looked upon as the next area to plow and expand the cropland base or an open area waiting for expansion of an adjacent city.

In closing, I want to relate a comment that I believe defines *stewardship* made by William Hartman, a past president of the California Association of Resource Conservation Districts, at a meeting of the CARCD Board of Directors in Sacramento, California, last year. In response to a question about "why something should be done," he said, "Some things are done just because it is the right thing to do!" That's stewardship!



PERSPECTIVE: AS A LAND MANAGEMENT AGENCY

by
C. Rex Cleary



Raised on a western Nevada cattle ranch, Rex Cleary received his Bachelor of Science degree from the University of Nevada in 1954 and took post-graduate studies at the University of Montana [1967] and the University of Wisconsin [1973]. After graduation, he served as a Ranch Manager in western Nevada for three years.

He has been associated with Bureau of Land Management since 1957, serving in the following capacities: Range Manager, Ely, Nevada; Chief Division of Range, Carson City, Nevada; Assistant District Manager, Miles City, Montana; Range Staff Specialist, Montana State Office, Billings, Montana; District Manager, Billings, Montana; District Manager, Susanville, California.

The Susanville District includes a portion of the Modoc/Washoe Experimental Stewardship Program area.

ABSTRACT

Born of controversy, the Modoc/Washoe Experimental Stewardship Program has moved from conflict and bitter disputes to trust and problem solving—land stewardship in its most responsible form. The Modoc/Washoe Steering Committee has directed a couple dozen experiments ranging from conflict resolution to riparian management. The experiments are designed to provide incentives for

researchers to be better stewards of the land—and rewards for those who are. There is wide agreement that the single greatest accomplishment to date is the process developed for conflict resolution utilizing Technical Review Teams.

Like most programs, many factors have contributed to the success, but a notable factor is that the Steering Committee decided at the outset that all actions taken would be by unanimous agreement. The unanimous consensus rule has been instrumental in the success story; yet, it is controversial itself and warrants careful review.

Just how broadly the program results will be applied and how much influence the results will have on public policy and procedures is yet to be determined. The final report to Congress, due in December 1985, will play a role in the outcome.

* * * *

On this occasion of the 50th Anniversary of the Taylor Grazing Act, it is indeed appropriate to pause and reflect on where we are and where we've come from since enactment in 1934.

At the outset, the idea of stockman advisory boards was not expressly provided in the Act although the Act was broad enough to permit such an action. The idea seems to have been entirely a per-

of Ferry Carpenter's plan for furthering "home rule on the range."

Under Carpenter's leadership, the federal government used a system of locally elected stockmen advisory boards instead of an army of government officials.

The system Carpenter devised ultimately did its job well in creating order out of chaos. The competing livestock interests were no small challenge to contend with. The inherent problems have been colorfully illustrated through this anniversary celebration.

As we all know, we now cope with an infinitely broader scope of issues. In search of creative ways and means, we have been experimenting in the Susanville Bureau of Land Management (BLM) District. We have been experimenting with broader based "advisory boards" and innovative ways of using the boards.

This has been done with the Modoc/Washoe Experimental Stewardship Program. As I will demonstrate, the results are an extension of Carpenter's concept of "home rule" - on a broader and more sophisticated scale. This seems entirely in keeping with the evolving complexity of our society.

Experimental Stewardship was authorized by the Public Rangeland Improvement Act of 1978. Congress asked the Secretaries of Agriculture and Interior to develop and implement an experimental program which would provide incentives or rewards for the holders of grazing permits whose stewardship improved the condition of the lands.

I have my own ideas why, in part, Congress asked for this experimentation. In the mid-70's, congressmen were being bombarded by hostile constituencies. The various constituent interests were locked in combat over the Bureau of Land Management Grazing Environmental Impact Statements that had been mandated by a federal court. I visualized the congressman saying, "Whoa, wait a minute. There must be a better way, a way to settle issues at the local level."

Ultimately, the Secretaries jointly established three structured program areas for experimentation. The three programs are in Montana, Idaho, and California. The Modoc/Washoe area, the focus of this paper, embraces 2-1/4 million acres of Bureau of Land Management, U.S. Forest Service, and private land in northeastern California and northwestern Nevada.

Historically, there have been a lot of cooperative planning and management efforts throughout the West, with varying degrees of success. I have searched for the factors in the Modoc/Washoe Program that may go beyond the good work that has been done in the past.

Let us look at some of these factors.

BROAD REPRESENTATION

The founders of, and participants in, the Modoc/Washoe Program see Range Management, or Stewardship, as more comprehensive than livestock management. We have chosen to address all resources of the rangelands and to accommodate, if possible, all needs of public land uses in our planning and management. Thus, we have attempted to incorporate representatives of those agencies, organizations, and associations having direct interest in land management in our area. Ranchers, county government, university range science departments, county extension service, Soil Conservation Service (SCS), Resource Conservation Districts (RCD), Agricultural Stabilization and Conservation Service (ASCS), Audubon Society, State Game Department, State Agricultural Departments, Fish and Wildlife Service, and the National Wildlife Society joined the Forest Supervisor and myself as equal participants to operate the program.

ORGANIZATIONAL STRUCTURE

We have created a highly structured mechanism. The Steering Committee has 21 members, representing two state political systems of the previously mentioned participants. As much as possible, this is made up of management-level representatives. They are not expected to be technical experts.

The technical experts belong to Technical Review Teams (TRT), which are assigned to problem solving for specific issues or specific allotments. Each TRT has a minimum of 5 people with an environmental representative, a rancher, a Fish and Game Department employee, an SCS employee, and one from the Forest Service or BLM. Others, such as representatives concerned with wild horses or archaeology, are added if warranted.

We also have an Executive Committee of the Steering Committee. The Executive Committee meets more frequently to take care of details. Thus, the Steering Committee can accomplish more when it does meet and can concentrate on policy, process, and direction.

Additionally, we have over two dozen standing sub-committees oriented to specific subject areas of work. Examples are sub-committees on Incentives, Wild Horses, Riparian Habitat, Grazing Fee Credit Experiment, etc.

Work constantly flows at all levels of the structure.

GOALS AND OPERATING PRINCIPLES

Rancher representative Jean Schdler, who served as Steering Committee Chairman for the first

2-1/2 years, put it this way:

"The Modoc/Waahca Program is successful, in part because we spent several sessions developing a common understanding of each other's philosophical viewpoints. Then, we agreed to the philosophical principles under which we would act. We agreed that our long-term goal is to foster cooperation and coordination among the various users...and agencies to achieve three objectives:

1. Environmental improvement.
2. Integrated and improved management of all ownerships.
3. Through improved management, long-term stability of the economy.

We still spend time and energy in philosophical discussions. We still frustrate and anger each other with our biases, assumptions, and fears. However, we agreed, early on, not just to let each other live, but to strive to improve the quality of life for all of us by advocating our own needs clearly and hearing the needs of others."

CONGRESSIONAL LICENSE

We have a mandate from Congress. I am not sure how much this influences the working environment, but I do know that it made it easier to get a commitment when the Forest Supervisor and I first approached busy people, asking them to dedicate a significant portion of their time to this effort. First, Congress had asked for the program. Second, the appointees were, in effect, to serve on behalf of the Secretaries. Status, in part, maybe; but, more importantly, influence. Someone at high levels would be listening to them.

EXPERIMENTAL AUTHORITY

This lends an atmosphere of excitement and challenge. The authority existed to try ideas that were new - even daring. Regulations could be waived [with justification] to search for new solutions to old problems. The program was not stifled by rigid policies, procedures, and regulations.

STRONG AGENCY SUPPORT

The BLM and Forest Service provide strong backup and support. By this I do not mean clerical support. I mean hours and days gathering and displaying technical information and constant logistical strategies. My staff contends that they work much harder to prepare backup materials to send to RT to the field than they ever did in a traditional mode of solving the problems themselves.

There is an old adage that I feel applies here. "Why is there never enough time to do it right, but always enough time to do it over?" We operate on the principle of doing it right the first time. In the end it takes less time when you do not have to do it over and over again in court.

CONSENSUS

We agreed at our first Steering Committee meeting to take the ultimate risk in a negotiation setting. We agreed that all decisions or actions of the Committee would be reached by consensus. For us, it meant that all decisions, recommendations, and actions taken by the Committee would be by unanimous agreement. Any issue not receiving unanimous resolution would be sent back to a working committee for further study or would be tabled. We extended this operating rule to all levels. No level of the structure can pass a recommendation on to the next level without unanimous agreement.

I emphasize this because I feel the consensus rule has been particularly instrumental in the success story. Yet, the concept of operating by consensus is controversial and frightening to some. Everyone was at least apprehensive at the outset. The longer it has been used, the greater is the confidence and trust in the process. I have been on the road telling the Stewardship story to a number of groups and organizations. Without fail, the notion of operating by consensus has generated the greatest reservation in all I have talked to.

Japanese corporate management is known for its use of consensus. By and large, American managers view the Japanese decision-making process as cumbersome and time consuming.

William Ouchi, in his book on Japanese corporate management - THEORY Z - states:

"American managers are fond of chiding the Japanese by observing that if you're going to Japan to make a sale or close a deal and you think it will take two days, allow two weeks, and if you're lucky you'll get a 'maybe.' It takes the Japanese forever to make a decision. True enough, but Japanese business people who have experience dealing in the United States will often say Americans are quick to sign contract or make a decision. Try to get them to implement it - it takes them forever!"

I see a parallel in our process. We have, and still do, take a lot of time, worrisome time to some, in taking our actions; but the implementation is happening - easily!

Recently we put the process to the ultimate test. We tackled the issue of wilderness studies.

My District Advisory Council put together two broadly based Technical Review Teams to tackle the studies of 13 Wilderness Study Areas embracing

700,000 acres of public land. The teams each had eight members. The members represented the following: wildlife; motorized recreation; wild horses; cultural, historical, archaeological; wilderness; dispersed recreation; mineral, energy, utilities; livestock, adjacent landowners; and BLM. These were arch foes on a traditional battleground.

To make a long story short, the two teams, the Stewardship Steering Committee, and my District Advisory Council have all reached full consensus. They have recommended to me that portions of nine of the thirteen study areas be designated suitable for wilderness. The suitable portions amount to 34 percent of the 700,000 acres.

One of the teams functioned inside the Experimental Stewardship area and the other outside. So we learned two notable points from the wilderness study effort. The process works outside the Experimental Steering Committee that sculptured it so it is suited for broad application throughout the agency; and, second, the process works for a full scope of public land management issues - not just grazing management.

At the outset, one of our strongest critics was the Sierra Club. Nevertheless, they participated and served on some of our most controversial Technical Review Teams. Last summer at a tour we conducted for the National Cattlemen Association Public Lands Committee, Ross Strickland, of the Reno Sierra Club, stated in part:

"We have come a long way from [these] shaky beginnings. Sierra Club members have learned a lot about range and wildlife resources. Some of us progressed from discovering that low sage doesn't get that way from overgrazing to learning that overgrazing doesn't always mean reduction in livestock numbers. And we're just starting."

Jean Schadler, the rancher representative previously quoted, ended a racist speech by stating:

"As a life-long participant in American movements, I am reserving judgment on the cooperative management movement until I see how agency professionals, as individuals, use this model program. If they embrace it, it will be a success. If they ignore it or rationalize it, it will be an idea whose time came and went."

"In the meantime, the Experimental Stewardship Program saved the life of my family's business. That was our goal. That makes it a success."

Experimental Stewardship Programs have been ringing endorsed by the Range Resource Management Task Force of the National Governor's Association. In a letter to Secretary of the Interior William Clark, Montana Governor Ted Schwinden, Chairman of the Committee, urged "expansion of the program and its management processes throughout the West." The letter was co-signed by Wyoming Governor, Ed

Herschler, and Idaho Governor, John V. Evans. The three governors said, "If compromise and stability can be achieved among social, environmental, and economic interests surrounding the vast public rangelands, they can be achieved in other areas of natural resource management as well." They told Mr. Clark "the Experimental Stewardship Program should be expanded because:

1. It has become the most outstanding example of a state/federal/public/private partnership in natural resource management.
2. It has saved legal fees through the prevention of conflict and litigation and, by targeting money and resources for the most needy areas, has assured a better return for dollars invested in range management.
3. It involves all people and interests at all levels in the decision-making process governing specific land resource units.
4. It places the highest priority on rangeland resources and their improvement and allows the management process to transcend administrative and jurisdictional boundaries.
5. It encourages agency cooperation - reducing administrative duplication - and facilitates cooperation among public and private interests."

After all is said and done, the results of the Experimental Stewardship Program may be suggesting a "philosophy of land management" as much as a process or technique.

I am going to end on a philosophical note from a treatise on the forestry profession, but the principles apply to all land management professions. The following is from an article "The Myth of the Omnipotent Forester" by R. W. Bahen, University of Montana:

"Dr. Zivnuska says [in his article "Forestry: A Profession or a Field of Work"] all that need be said if we will take the time and expand the effort to consider it thoughtfully: 'The practice of forestry involves the management of forests and related wild lands for various ends of society. A forester is a manager of forests and wild lands for these ends.'

"It is when the professional forester arbitrarily determines those ends (or even clumsily tries to) that he most seriously violates our classless sociology and our democratic politics. That is displayed the Omnipotent Forester: at his best, he's an amusing anachronism; at his worst, he can be dangerous. For the 'various ends of society,' in our unique society, etc and will be set only by that society and not by a professional class of forest-

ers. It is when we as professional foresters either can't or won't understand this that we get the most rapidly into the hottest water. [And our forestry-school training helps us very little in sensibly avoiding getting there or capably getting out.] It is when we attempt to determine ends that 'pressure groups' become most hostile, challenging our leadership in resource conservation, and they do so quickly and properly."

As I look at it, the Modoc/Washoe Program has come a long way in providing a process where society can "set the ends." Moreover, my staff and I derive

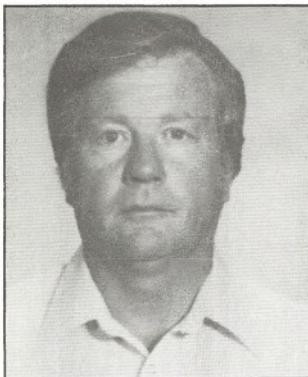
great satisfaction in both managing the process and in managing the lands for these ends.

What has happened is we have expanded on Ferry Carpenter's basic idea of "home rule on the range." We have expanded in a manner suited to the complexity of the times - but, still solving the issues at the local level.

In the process the public lands are benefitting from an immense amount of citizen help. The real heroes are the many citizens who have helped at their own time and expense - people just like Modoc/Washoe Committee members John Weber and Jean Schadler, who are here with us on this panel.



The conference served as a time of reunion for many people.
Left to right: M. Klemme, D. Henriques, M. Omen, H. Ussery,
R. Nielsen, E. Pierson, W. Grey, J. R. Penny, and D. Beiley.



COMMUNICATIONS AS A TOOL IN STEWARDSHIP

by
Kendall L. Johnson

Kendall L. Johnson holds B.S. and M.S. degrees in range management from the Universities of Wyoming and Idaho, respectively, and a Ph.D. degree in watershed management from Colorado State University. His professional experience includes six years in private business, three years as teaching faculty in watershed management, and five as Research Hydrologist with the Rocky Mountain Forest & Range Experiment Station. Following these experiences he elected to enter the field of range management extension as Extension Range Specialist at the University of Wyoming prior to assuming his present position at Utah State University.

A particular interest in his extension career of just under 11 years has been the role of communications in the management of rangeland, especially that of public lands.

ABSTRACT

Stewardship programs in rangeland resources have very little to do with natural resources and everything to do with people, based on the concepts of cooperation and coordination. Participants must realize that their interests are not best advanced through an adversarial process, but through positive communication with others designed to change and to be changed through the free exchange of information. Action that is constructive, credible, considerate,

concise, and cool [the S-C rule] will form useful and efficient communication within a stewardship setting. Such action will develop a positive stewardship but remains a matter of choice.

* * * *

INTRODUCTION

Anyone involved in a formal stewardship program of rangeland resources soon recognizes that very little time is spent in addressing rangeland management *per se*. Rather all of the participants spend most of their time in dealing with people in order to even approach, to say nothing of attaining, stewardship goals. This being true, the wonder is that so few participants have real interest in developing positive relations with their fellows, that is, in establishing true communications with them as the basis of mutual understanding and support.

NEGATIVE STEWARDSHIP

Stewardship programs by their very nature are based on the concepts of cooperation and coordination. Note that both nouns start with the prefix *co*, defined as with, together, joint, shared, or mutual. Yet participants in stewardship activities

too often behaves as though the prefix was missing, leaving only operation and ordination in a solitary context. The hallmarks of this attitude develop in progressive stages:

1. The belief that benefits derived from resources are a zero sum function. It follows that allocation of benefits to one or more participants necessarily entails a reduction to others. Therefore, allocation can only be determined in an adversarial process in which maximum benefits are gained through destroying the credibility or claims of others. In addition, all participants seek to transfer the costs of allocation decisions—biologic, economic, and social—to other participants.

2. A too-easy attribution of negative class characters to individual participants. For example, all ranchers are considered to be interested only in livestock grazing, regardless of possible damage to other resource values. Conversely, all agency employees are regarded as sterile bureaucrats, interested only in the indiscriminate application of regulations.

3. The belief that "our" position and that of the "public" are synonymous. It follows that all contrary viewpoints are perceived negatively as those of "special interest" groups, not worthy of consideration in the larger "public" interest. Ultimately, this belief can lead to the arrogation of all morality, regarding any who disagree as inherently immoral and, therefore, the enemy.

That is the inevitable result of stewardship programs conducted within these contexts; other participants are seen as the enemy. Participants behaving in these ways thus assure the destruction of stewardship itself.

POSITIVE STEWARDSHIP

There is a better way, a much better way. It begins with the realization that stewardship is not possible until cooperation and coordination are achieved and that these, in turn, are based on communication. This implies acceptance of the proposition that communication is a two-way process with the same objective for all participants, i.e., to change others and to be changed by the free exchange of information. Note that this definition does not require the abandonment or modification of either belief or opinion, though that may well occur as a result. But understanding the nature of another viewpoint, even if one continues to disagree, is to be changed, and changed in ways which inhibit growth

of the adversarial process. This is the first step toward accommodation with other interested parties on the same issue, and it carries with it several important implications:

1. A developing sense that you are just like me, in the sense of comparable beliefs, strengths, fears, and concerns. This has the powerful net effect of breaking down the "us against them" mentality.

2. The realization that cooperation and coordination, with their sense of mutual concern, inevitably mean compromise and that the fact need not entail fundamental loss of benefits.

3. An acceptance of the fact that in rangeland management, as in other arenas of public concern, there is ample room for people of good will to differ.

THE ROLE OF COMMUNICATION

To be effective in a stewardship setting, communication skills must be actively employed, not just passively acknowledged. Whether in full public hearings, small groups, or one-to-one meetings, participants should govern their conduct under what may be called the S-C rule of active communication. First, participants should strive to be constructive by avoiding negativity, hostility, disdain, and ridicule. These attitudes are never effective in earning the understanding of others in either stewardship or individual contexts. Use of any of them immediately shifts attention from the matter at hand to the personalities involved, nearly always negatively. As a result, effort to develop devices under which cooperation can proceed is suspended. Instead, participants concentrate on erecting defenses against further attacks and on planning revenge. Communication is the first casualty of destructive human relations. Try to be constructive always.

Second, participants must be credible. This requirement has both an active and a passive phase. All proposals actively advanced for group consideration must be right in the sense of being correct, that is, one must do one's homework. Nothing so surely destroys credibility as being discovered in a lie, shading the truth for partisan advantage, or making statements based on hearsay. Similarly, one's response to the proposals of other participants must always be measured and correct—in a word, credible. In a stewardship particularly, participants must always mean what they say and be what they mean.

Third, the path to true cooperation will be made shorter if all participants consider the responsibilities of their fellows. Remember that everyone involved in a stewardship program has responsibilities to meet, commitments to honor, and directions to obey. In short, everyone has a job to do. Those who can help others do their job while participating in a stewardship program will have earned at least a sympathetic ear and probably much more from them. To do otherwise is counterproductive because the other participants still have their job requirements. In a stewardship setting the relevant question is not whether they will be met, but only if the solution will contain the input of all interested parties.

Fourth, care should be taken to focus attention on one issue at a time, that is, to be concise. Because both the perception and attention of people are limited, it is impossible to solve all problems at once. Usually it is not possible to even solve two at once. Rather participants should help choose a suitable schedule of concerns to be addressed and then concentrate attention on the successive elements until they have been satisfactorily resolved. This implies some constructed definition of the overall situation and an order of priority. Only when the factor at hand has been satisfactorily arranged should attention be shifted to the next priority. Remember that while stewardship must necessarily involve the coordinated management of many natural, economic, and social factors, that degree of cooperation does not spring entire on the scene, but must be carefully constructed one part at a time. Patience is a principal virtue in stewardship; impatience, its inflexible enemy.

Finally, and in many ways most importantly, participants in stewardship programs should govern their conduct under a rigid rule: stay cool at all times. Avoiding anger as a means of expression is not a luxury but a necessity. Losing control of oneself awards a moral advantage, both strategically and tactically, to the object of anger. The loss is seldom affordable and is difficult to recover. Moreover, once anger has been displayed, other participants sense a weakness and consciously or unconsciously will seek to provoke it again. Constructive development of stewardship is seldom, if ever, served by anger. At best, there will be a delay until reason returns. At worst, stewardship will be destroyed by hostility. More likely, anger will make the participants ineffective; if continued, it will make them simply irrelevant.

In such ways, effective participation in a stewardship program is constructed. The useful and efficient form of communication they represent will require the best efforts of mind and will. This kind of communication is a necessity if stewardship

is to work, indeed the relations between people developed by communication are stewardship. Note that there is never a question whether communication will occur between people. The only question that can be asked is what is being conveyed, with an important corollary of whether it serves one's purpose. Communication not guided by the qualities represented by the 5-C rule will be guided by less favorable ones. At the opposite, a very discordant and ultimately destructive form of communication will develop based on confrontation, conflict, and combat. If allowed to develop, they will prove very difficult and usually impossible to correct. They mean the death of cooperation and coordination and, hence, of the stewardship program.

In the last analysis, stewardship will prosper or wither as the result of choice on communication techniques made by its participants. It will have little to do with natural resources but everything to do with people. In a very real sense, stewardship is the sum of the relations between people developed through communication. That sum is not foreordained nor is it of a specific quantity. The direction and content of stewardship are the results of choice.



PERSPECTIVE: COORDINATED RANGE MANAGEMENT AS A
MEANS OF ENHANCING PUBLIC LAND VALUES OTHER
THAN LIVESTOCK GRAZING

by
Rose Strickland



Rose Strickland was born in Vicksburg, Mississippi and earned B.A., M.S.W., and M.P.H. degrees. Living in the West since 1970, Strickland is, currently, co-proprietor of a small computing business, writer, active conservationist, and student of the Great Basin. She is a member of several city and county citizens committees and coordinated resource management committees, including formal and individual experimental stewardship committees. Strickland is a speaker on public lands issues at local, state, regional, and national levels. She is Chair of the national Sierra Club Public Lands Committee and is an officer and member of many conservation organizations. She is active in the Bureau of Land Management and U.S. Forest Service planning processes, in developing law suits on federal land management policies and plans, and in developing Sierra Club policies on public land issues. Rose Strickland is writing a book on Nevada's highest mountains.

ABSTRACT

Though revolutionary in its time, the Taylor Grazing Act did not foresee the rise of the environmental movement. Equally revolutionary, new environmental laws produced an upheaval in public land management which set the stage for the Experimental

Stewardship Program. Cooperative range management [CRM] can be a workable alternative to current confrontation style management of the public lands. To be successful, CRM will not only have to meaningfully accommodate the environmental concerns already in national laws, but also meet the challenges of additional concerns seen by the author as rising in the 1980's—increasing recreation demands on all public lands, increasing public awareness of standard grazing management practices detrimental to wildlife, increasing public concern about toxics in the environment (herbicide/pesticide use), and increasing public militancy on protecting wilderness values.

* * * *

In a special sense, the Taylor Grazing Act has provided for the presence of a Sierra Club member here today. You might consider me one of the "other purposes" for which the law was enacted since I don't fit into the main categories cited.

The Taylor Grazing Act was one of the first steps in recognizing the value of common or public land and in recognizing the need to allocate the valuable but vulnerable plant life upon it. We appreciate the efforts of all those who set these first steps in motion. Although the Act was

revolutionary in its time and foreshadowing many of its provisions, it did not foresee a time when "the lands nobody knows or wants" would become the battleground for competing interests other than ranchers, advocating their visions of how our national resources should be managed.

The framers of the Taylor Grazing Act did not foresee the rise of the environmental movement which culminated in the major modifications of several new laws, including, among others, the National Environmental Policy Act [NEPA], the Federal Land Policy and Management Act [FLPMA], and the Public Rangelands Improvement Act [PRIA]. Nor were other emerging movements anticipated, but more on them later.

One could say that the environmental movement is directly responsible for the Experimental Stewardship Program. Before NEPA and FLPMA, public land decision making was a closed shop - strictly between the land managing agency and the permittees. New laws opened up this process to public awareness and scrutiny. A strategic court suit resulted in agencies being ordered to consider the environmental impacts of grazing before the granting of permits. This environmental attention rescued Bureau of Land Management [BLM] from national obscurity.

As many of you remember, the situation went from bad to worse. Early grazing Environmental Impact Statements [EIS's] documented the negative impacts of livestock grazing on the other resources and called for sometimes massive reductions in livestock numbers to reduce these impacts. Caught up in implementing environmental laws they didn't understand or support, land managing agencies became very uncomfortable agents of change in the very traditional area of livestock raising. Permittees felt resentful and defensive over their use of the public land. Most of them resisted these changes with all their might - which was and is considerable. They protested and appealed. The "public" was allowed to write comments on the EIS's but rarely saw their concerns incorporated into the bulky documents, much less implemented on the ground. They protested and appealed. BLM range management programs ground to a virtual halt.

From these controversial times emerged two reactions, one positive and one negative, in my view. The positive one, the coordinated range management process, attempts to avoid confrontation land management by accommodating all interests in designing on-the-ground public land use plans. The negative one, delighting in confrontation politics, is the current administration's position of circumventing the planning/EIS process by not finding any overgrazing by livestock; in essence, producing land use plans which propose to do nothing and monitor. As you could predict, the first reaction is

receiving, if not unqualified support, growing participation by non-livestock interests. The latter reaction is receiving protests and appeals, lawsuits, and proposed grazing reform legislation.

From our experiences in the Modoc/Washoe Experimental Experimental Stewardship Program and other coordinated range management programs, current environmental reaction to this process is ambivalent. It is too early to see positive environmental results from stewardship, where arid lands take many years to respond to a change in management. Certainly, there are many benefits. Not least among them is the lessening or removal of the antipathy among people concerned about public land management problems.

All interests have learned a lot about the resources and about each other. Conservationists are learning range management. Some of us have progressed from discovering that low sage doesn't get that way from overgrazing to learning that overgrazing doesn't always mean too many cows and curing overgrazing doesn't always mean reduction in livestock numbers.

Ranchers have learned that some people actually enjoy solitude and primitive camping conditions, that some of the public seek out the hot dusty roads just to look at forbs and dickey birds which are called wildflowers and passerine birds by the multitudes, that most of the public is very concerned about rare and endangered species and value archeological sites. And not only the hunters love the wild animals, but other city folks love the call of the coyote and wild horses running free and dream about seeing even one bobcat or mountain lion or bighorn sheep in their lifetimes.

Both groups have learned that individual conservationists differ as much from each other as individual livestock operators do. We have learned that direct communication without agency translation has resolved many problems, both real and fancied. We learned that we could work together on problems of mutual concern - M-X missiles, Off Road Vehicle races, etc. If we haven't always achieved friendship, we often understand each other's values to the point that we can agree to disagree on controversial issues such as the use of 10BD or grazing fee formulas.

And much more energy is available to pursue the positive resolution of resource problems instead of pursuing "every administrative and legal remedy." Arguing over a campfire about a proposed grazing system or how many wild horses should be roaming free in an allotment is far more personally satisfying than appearing before an administrative law judge. If you can't support your arguments on a face-to-face basis, you tend to develop a consensus behind the position with the best arguments.

These enumerated benefits should not lead you to believe that stewardship is a panacea. The success of coordinated range management depends greatly on the professionalism and competence of the staff of the land managing agency. It is also totally dependent on the caliber of all the participants. If one of the participants is running for country commissioner, forget honest problem-solving. The issue being addressed is critical. The process can be manipulated to achieve the results wanted by the managing agency or by some of the participants if personal commitment to the resource being planned for, such as wilderness, is inadequate. Even getting some representation by every interest is difficult as environmentalists and others tend to live in the cities. Getting to weekday group meetings out in the middle of nowhere is a real hardship for some.

On a personal level, the process is risky. When you find one of your group participants is accused of shooting a wild horse and poisoning the carcass with strichnine which results in the death of eagles and other wild animals, you take it a lot more personally than you would reading an item in the newspaper about a stranger.

In short, not all resource problems can be solved by stewardship. The process is most successful when used to resolve conflicts that are local and resolvable at the group level. Underlying tensions remain - ranchers want to maximize their livestock operations; conservationists want to optimize the land resource itself; land management agencies have to get along with the prevailing political philosophy. The process can work because of our tremendous unifying belief that the land must be managed properly to yield cows or sheep or wildlife or wildflowers. We can continue to argue about what constitutes the best management as long as we all agree on the ultimate goal. In stewardship our differing values could help us to all stay on our toes, not to be reaching for our guns or our lawyers!

Very few conservationists have been directly involved in coordinated range management so far. Many more are very interested in the process and have adopted a wait-and-see attitude, their reaction dependent on concrete results. Most of these conservationists agree that stewardship is preferable to the current official position on public lands: denial of resource problems, refusal to alter the status quo, undermining of the environmental review and planning process, turning over the public lands and public land management to the private sector, denial of representation by environmentalists on multiple use advisory boards. Conservationists offended by these official actions tell us we are crazy to waste our time in CRM, that

stewardship is just another form of the Sagebrush Rebellion, that the administration will change, sooner or later, and the opportunity will be ours to implement our philosophies.

In any event, these official policies will continue to engender appeals and protests, lawsuits, and support of reform legislation from all conservationists. Certainly such practices are still increasing membership in conservation organizations. The Toiyabe Chapter of the Sierra Club, which is the chapter in Nevada and Eastern California, has doubled in membership since 1980. The Sierra Club's Public Lands Defense Network has coordinators in over 140 legislative districts, mostly in the East, keenly interested and active in all public lands issues. In view of the continuing controversy and confrontation politics over the public lands and the growing dissatisfaction with this administration's environmental policies, the public may come to accept Denzel and Nancy Ferguson's critical view of public lands livestock grazing as described in their book SACRED COWS AT THE PUBLIC TROUGH as well as their proposed solution.

In conclusion, I'd like you to consider how the positive and negative approaches to change will handle four new movements which I perceive are going to collide with traditional grazing management in the 1980's as the environmental movement did in the 1970's.

First, the continuing growth in population and resulting increasing need for recreation on the public lands cannot be met by our existing national parks and national forests. Where are people going to go in the future to camp, hike, hunt, and fish? What kind of recreation management are they going to demand for the public lands? How much land and water will they absorb both for urban/industrial development and for recreational use?

Second, there is a growing perception among the publics interested in non-consumptive wildlife uses and humane treatment of animals that wildlife occurs outside of national wildlife refuges. In fact, they are learning that there is more wildlife habitat on the public lands than ever could be provided by wildlife refuges. What will their reaction be when they discover current grazing management practices - predators being killed at public expense for private profit, the existence of some species being endangered for private profit, riparian areas being deteriorated by livestock concentration, wildlife populations being depressed due to competition for food and water with livestock, coyote pups being gassed in their dens, wild horses being removed and replaced with livestock, etc.

Third, Americans are becoming more and more aware and concerned about the poisons in our environment. Some have banded together and gotten

herbicide use banned at least for now in national forests. What will be their reaction when they learn of the extensive use of pesticides for grasshopper spraying, a problem which is a direct result of overgrazing, or the use of herbicides to destroy thousands of acres of native shrubs and trees to be replaced with a monoculture which is meant to increase livestock production? The public reaction to the use of 1080 is already obvious and will eventually result in its total rejection.

Fourth, but not least, is the increasing value the public is putting on wilderness. Many people back East who think BLM is some sort of men's underwear understand and value wilderness. There are people to whom wilderness is sacred, much as the 1872 Mining Law is to miners. These folks are willing to lie down in front of bulldozers to protect their piece of wilderness. What will be their reaction when they turn their attention to wilderness on the public lands and discover that ranchers who oppose wilderness are shouting to their

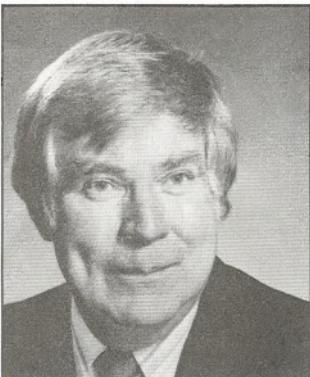
congressmen that despite all the protections of grazing built into the Wilderness Act, they don't want wilderness; that wilderness and grazing cannot coexist? Which is more important, grazing or wilderness, if the livestock industry and the administration force the public to choose?

The Taylor Grazing Act is not going to solve the problems arising from the collision of new public concerns with traditional grazing management. The current Administration's policies are not able to cope with existing public concerns about range management, much less any one of these rising public concerns and others coming down the line. There's an outside chance that if we all try our best to make CRM work on the local level and to reverse current negative Administration policies on public land management, we may be able to accommodate public concerns and "stabilize" the western livestock industry. If we fail, the changes will come anyway, and you may not be able to recognize public land livestock grazing in the future.



THE FUTURE OF MANAGEMENT ON PUBLIC LANDS

by
Thadis W. Box



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ABSTRACT

The public lands will continue to be managed for multiple uses directed by an environmental ethic that has been a century in evolving. The human population age structure, dominated by the aging, and the recent move of our nation toward an information-based society, will put new and heretofore unexpected pressures on the public lands.

* * *

At the end of two days of excellent discussions, panels, and papers, it's difficult to find anything additional to say. Most of the talks to this time have dealt with history, our past, and the present use of the public lands. The one panel on the future has laid some groundwork for my assignment today, which is to talk about the future of our public lands.

Although I come from a state where prophets are held in high esteem, my crystal ball is no better than that of anyone else who has spent some years dealing with the management of the public lands. However, I have some firm opinions of what might happen and concern about some things that just may happen. So, with some trepidation, let us look to the future. First, a brief review of the past.

The history of the public lands, described in some detail here in Grand Junction, fits well into what I call eras of resource use. These four eras overlap, and vestiges of those before them can be found in each succeeding one and in the present. Each marks general attitudes toward the natural resources which are important for us to understand if we are to look to the future.

ERA OF EXPLOITATION

The era of exploitation started when the first European man came upon this continent, and some parts of it extend even today. It was in this era that the great hardwood forests of the northeastern United States were cut and burned for their ashes, when the buffalo was exterminated for hides and tallow and the last passenger pigeon flew. White settlers did not reach the major public rangelands until the middle eighteen hundreds.

Investors came from the eastern U.S. and Europe with experience where the rainfall was greater. They viewed the forage resource as unlimited and acted accordingly. Ranges were overstocked, and deterioration took place as soon as the first series of drought years occurred. This generally happened within two to three decades after the first European settlers came into an area.

The flogging of the range was not necessarily seen as exploitation or greed. It was part of the general public attitude of bringing a wilderness under control and bringing development to the west. The best of intentions, the early settlers succeeded in grazing out fine rangelands in a very short period of time.

ERA OF PRESERVATION

The era of exploitation gradually gave way to an era of preservation. This occurred when a few people began to notice the deteriorated conditions of our public lands and wanted to set some aside for special purposes. Some lands were set aside for National Parks. Later, about the turn of the century, the National Forests were established. From the late eighteen hundreds until after World War I the major conservation activity was the setting aside of special areas for the use in the future. This era of preservation still has vestiges in the wilderness movement, but for the most part, it gave way to an era of reclamation that started about the time of the Great Depression.

ERA OF RECLAMATION

The era of reclamation was based on two major public attitudes. First there appeared to be a collective concern over the despoiling of the natural resources of our country. Second, the economic situation was bleak and there was a need for "make work" projects. During this period of time the Soil Erosion Service was established. The Civilian Conservation Corps and the Works Progress Administration developed conservation projects. The act we celebrate today, the Taylor Grazing Act, brought uncontrolled grazing on the public lands to an end.

World War II interrupted the era of reclamation, but it continued in the post-war years and on until the late 50's and early 60's when an era of environmental awareness developed.

ERA OF ENVIRONMENTAL AWARENESS

The era of environmental awareness had its roots in the writings of Thoreau, Leopold, and other conservation prophets. However, it was not until

Rachel Carson's book, SILENT SPRING, focused the conservation movement on health and safety that the environmental awareness era had its full definition.

The environmental awareness era differs from the others. It is not land based, but is based on the health, safety, pleasure, and comfort of individual people. The very survival of mankind appears to be in question.

It is under this dictate of environmental awareness that we manage our lands today. There may be some changes on the horizon that I will discuss later, but, for the most part, we have a conservation movement made up primarily of people who have been removed from the land for one or two generations and who are concerned with their own health and safety.

CONDITIONS OF THE PUBLIC LANDS

Let us look briefly at the present conditions of our public lands. A number of speakers here today have stated that the ranges are in the best condition of the century. We have the tools for the management of these lands, and the public is accepting scientific management. The whole story is one of success. We can be rightfully proud of that success. However, if we examine what has been said here today, there are certainly reasons for us to worry. There is a current trend in government away from investment in the public lands. Professional management does not seem to be highly valued. There is a reliance on the market to solve natural resource problems, and many of the services from our public lands do not operate in the market. And, finally, there is a loss of credibility of the professional land manager. Although these give us cause for concern, most are solvable and many may be only ephemeral. Despite these current trends, it is my contention that resources are managed now, and will continue to be for a long time to come, under a concern for the environment.

There is some indication that the current economic situation has weakened environmental action. People value jobs and job security as a major part of their total environment. They may be willing to accept some temporary compromises, but even the most conservative, right wing politicians admit that people will not go back to accepting dirty water, dirty air, and the contaminated conditions of the past as a way of life. They know that their constituents want clean air, water that is safe to drink, and a dioxin-free landscape.

It is too early to tell whether a new philosophical movement will come out of today's herdship, but as of this time and this day there are no indications that the American people will accept the environmental insults that those of us of our

generation took for granted. None of us really believes that we will go back to open out-houses and sewers, and I think it is just as unlikely that we will accept smoggy cities, industries that admit toxic wastes, or widespread over-grazing of our public lands.

There will continue to be a modification of our environmental controls, depending upon the philosophy of our administration and power, but it is my contention that we now, and will for some time to come, manage our land, develop our agriculture, and use our public lands for a public that values environmental concern.

FUTURE LAND USE

Public lands will be managed for what people want from those lands. We've heard today that we all want good land use, but we differ considerably in what we consider the proper uses for the land.

Good land use depends, at least in part, on three things: the ecological potential of the lands; what people want, not need, from the land; and the economic and political realities of getting what they want.

We have had a fair track record at estimating ecological potential and trying to manage within the ecological carrying capacity. We're just now, though, beginning to get a glimpse of what the potential might be. We still may not be able to talk with any degree of authority about excellent range. We just don't know enough about those higher successional stages that were destroyed when the first white man came.

In the future we will know more about how to determine that potential. Our decisions can be made on good science because we are doing better science now than a few decades ago. Many of the current research projects will cause us to relearn many of the things we were taught about managing the grazing lands of this country. For instance, we have to relearn the fact that carbohydrate storage in plants is not nearly as important as we thought it was. It is more important how the plant reallocates those resources to get immediate growth following defoliation. We have to rethink the whole role of animal behavior when we start establishing intensive, short duration grazing systems.

There is also a growing body of evidence that episodic events that cause changes in plant demography, such as climate, may be more important than the uses that we put to the land in determining plant communities. All of these are new to us, but they are based on good science and can be useful.

We have a new set of tools to use, ranging from electric fences that do not short out as easily to high speed computers. In summary, I think the

future of the understanding of the potential of the public land is bright if we will rely on the good science and will not get carried away with the tools or the politics.

It is more difficult, though, to determine what people want from the ranges. Let's look at us, the people of America, and see if we can get some indication as to what we might want.

We're now going into the second generation of people who have grown up and lived under an embarrassment of abundance. We have not had many hungry people since the Great Depression. We have had too much success in American agriculture. We have the cheapest and best food in the world. Only three to four percent of our people are feeding the rest of us. Surplus control is more familiar to most people than is hunger.

What a wonderful situation to be in, but it has not led to a concern of the land. Most people are one or two generations removed from the land. Land, public or private, is not relevant to them. They have plenty to eat at an affordable price, and they cannot make the tie between hunger and eroded landscapes. The thought of butchering a lamb may cause them to be sick. The fear of pesticide in a carton of milk may be of more concern than the forego that the cow must eat to produce it. We're fat and well fed. We do not really believe that the land feeds us.

Several people today have mentioned the growing human population. Let's look at our demography. Although the world population is growing, our country's population is not. We're simply growing old.

Our population is essentially stable. We have more people over 50 than ever before in our history. The ranks of the aged are growing. There is no longer an official retirement age. The social security system is all but defunct. The care for the old is draining the resources of society. Recent studies have shown that the old people of this country are migrating back to the cities where they can live in closer communion with one another.

This change in the population age structure will have a profound effect on the demands made on the public lands. Although it is frightening to think of it, the area around Phoenix may be a microcosm of the future. The attitude of home rule on the range may not mean much because we don't know where people's homes are. For instance, if we could get consensus of every person living in one of the counties around Phoenix for how the public lands should be used, three months later a new influx of people and their recreational vehicles from the midwest, northeast, and west would be there using those public lands for entirely different persons.

Whose public lands are they and how will we manage them? I think we must brace ourselves for a group of people who are growing old and control the resources of this country. They will make different demands from the healthy young backpacker that we have been used to dealing with in recreation.

So what will the people of America want from the rangelands of the future? I think most of what they want will be health and safety. This will include a place to dispose of their wastes. If they can get it out of sight and out of mind, they will be happy. This will not only include nuclear wastes and toxic chemicals, but such simple things as the ordinary garbage that collects underneath their sink. They will want warmth, and energy will be high in the demand. National defense will be of more concern to them than to the younger people. We may see another attempt at setting aside bombing ranges or other areas for military use.

People of all ages will want recreation, a place to escape. The demand of the backpacker will continue. There will also be demands of people to drive their recreational vehicles to the place many of us would like to hike. What I'm trying to say is that the things that we in this room went out of our public lands—water, forage, food—may be a low priority. The priority will be set by the majority who come from a different background.

There is one other scenario I would like to share with you before I end my talk today. That is what may happen if we move into an information-based society. The recent best seller, MEGATRENDS, has as its thesis that the United States has passed its peak as an industrial power. There is a widespread belief that we may never again be the industrial giant we once were, that we may even cease to exist as an industrial society. As I look at the closing of Geneva Steel and Kennecott Copper in my own state, I wonder if we have indeed arrived in this bleak future. Many people maintain that we are now an information-based society and that our future depends on our ability to handle the high tech and the computer age.

This prediction may or may not be true. It deserves our attention, however, because if it is, it will affect our public policy toward natural resources more than any single factor since the Industrial Revolution.

The transformation from a productive society to an information-management society will be much more traumatic for us in the United States than for a country such as Japan. Japan is now an industrial society, but it imports most components of its industry, iron ore from Australia, coal from Australia and the United States, agricultural products from us and Canada, and timber from the U.S. and other countries. Therefore, if Japan changes from

an industrial to an information-based society, they simply switch to trading in information rather than in natural resource products.

We, however, will be faced with a great dichotomy that may lead to national paranoia. We have been an agricultural-based society from the beginning. We still are, even though it takes only three or four percent of the people to feed the rest of us. We have developed into, and I hope we will continue to be, a world leader in information systems and in high technology. We have a large natural resource base that must be managed either by us or by someone else.

If our best effort is put into high tech, information-based areas, they will the management of our natural resources become a second-rate effort or a stepchild of our country? Or will we turn it over to someone else and consider our natural resources much the same as an absentee landlord looks at the tenant farmer?

I think most of us here at Grand Junction would argue that we should maintain a strong natural resource base and that we should manage it ourselves. However, let us consider who may be available to manage these resources as we compare our population structure with those of the third-world countries. I've already mentioned we're growing old, that we have a population that is stable and not a lot of people available to manage our resources.

The third-world countries' problems are quite different from ours. They tend to have growing populations, with most of their people in the first two decades of their life. Their populations are growing so fast that they cannot provide basic information, education, or facilities for their people. The results are large numbers of poorly educated, but healthy and ambitious, young people. They are fast over-growing their natural resource base. Only a decade ago the country of Kenya, for example, exported food to Europe. Now with one of the highest growth rates in the world, it is a food-importing country. Other examples exist not far to the south of our boundary.

On one hand we see countries where population growth is outstripping the ability to produce food to feed the people. We see in the United States a population of people who are growing old, who are detached from the land, but who continue to consume at a rate far above the average of the world citizen. As the rich old landlord, we are a country view our resources differently than the young hungry peasant.

I do not know if these trends will continue, but if they do, policy makers will view agriculture and natural resources much differently than we who are products of the land view them. Our country may

soon be like a businessman who owns a house in town, a farm in Iowa, and a ranch in eastern Oregon. He never visits the farm or the ranch. He really has little concern about them except for a return on his investment. This same businessman, though, owns a cabin at the lake and goes to the cabin every weekend to get away from the boring existence of his office in the city. It is in this little chunk of land that he invests his emotional resource.

If my scenario develops, and personally I hope it doesn't, our national goal will be to produce food with a minimum of concern for the land except for what it will return to the consumers. Ranchers will be expandable. There will always be someone waiting to farm the land, whether a tenant farmer from our own society, one of the poor or the dispossessed, or someone from a growing population in a developing country. The concern of the public will be for a return to the stockholder. What can we, the consumer, get out of our investment?

On the other hand, there will be a strong emphasis on recreation land because it is that way that people who are landless can participate for a short time in the joys of wiggling their toes in the soil. These hobby farms and weekend retreats will represent the extent of the contact the information managers will have with the land itself. The food they eat, the clothes they wear, the pleasure of a ski trip will all be returns on an investment, another chart to be generated by their computer.

We may never become a totally information-based society. I hope we don't, but the trends are there. Our tradition is to hold on to land-based values. We hold them near and dear and cling to the myth of the family farm, but the myth will be more and more difficult to maintain because fewer than four percent of our population now live on farms and ranches.

I don't know whether the future will be as frightening as I have outlined it today. All I can say is that the trends are there. Even a superficial survey of the mass media will show that what I have outlined is indeed already happening. The extent of the change may be debatable, but the fact of change is not.

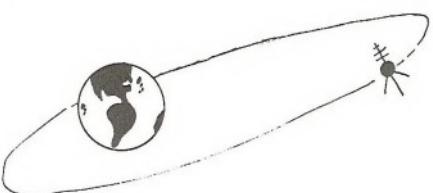
There is a trend in this country toward viewing our public lands much as the corporate executive views his corporate holdings. The lands that we as agriculturists hold dear are regarded by the society as a whole as simply an investment and they are only interested in a return on an investment. The figures Fred Wagner gave in his paper about the current administrative budget on public lands is a good example. The budget stresses minerals and timber, and other income-generating management action. Those areas that produce services or conserve the land are slighted.

I have stated, though, that there will be a continued demand for recreation. This will lead to more concentration on recreational uses for pleasure. In other words, the future use of public lands will be determined by the wants and needs and desires of American consumers who live in the city rather than what we who consider ourselves champions of the land see or think.

Whether we move from the current environmental era into the information era that I have described will depend primarily on whether we continue to emphasize our national growth as a productive society rather than follow the trend toward an information-based society.

I want to close with some good news and the bad news. The good news is that we have an abundant supply of productive natural resources. Our science is getting better. Our ability to manage it is improving.

The bad news is that if we continue to talk only to ourselves and not to the growing numbers of aging and urban-based people, than the centennial celebration of the Taylor Grazing Act, if it occurs at all, will not have many people attending who wear boots.



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